BIHAR AND ORISSA

IN

1926-27

BY

W. Graham Lacey,

INDIAN CIVIL SERVICE.

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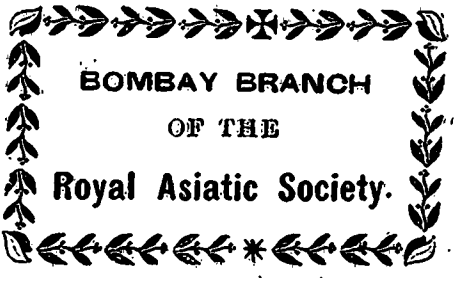

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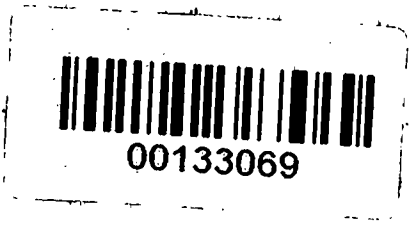
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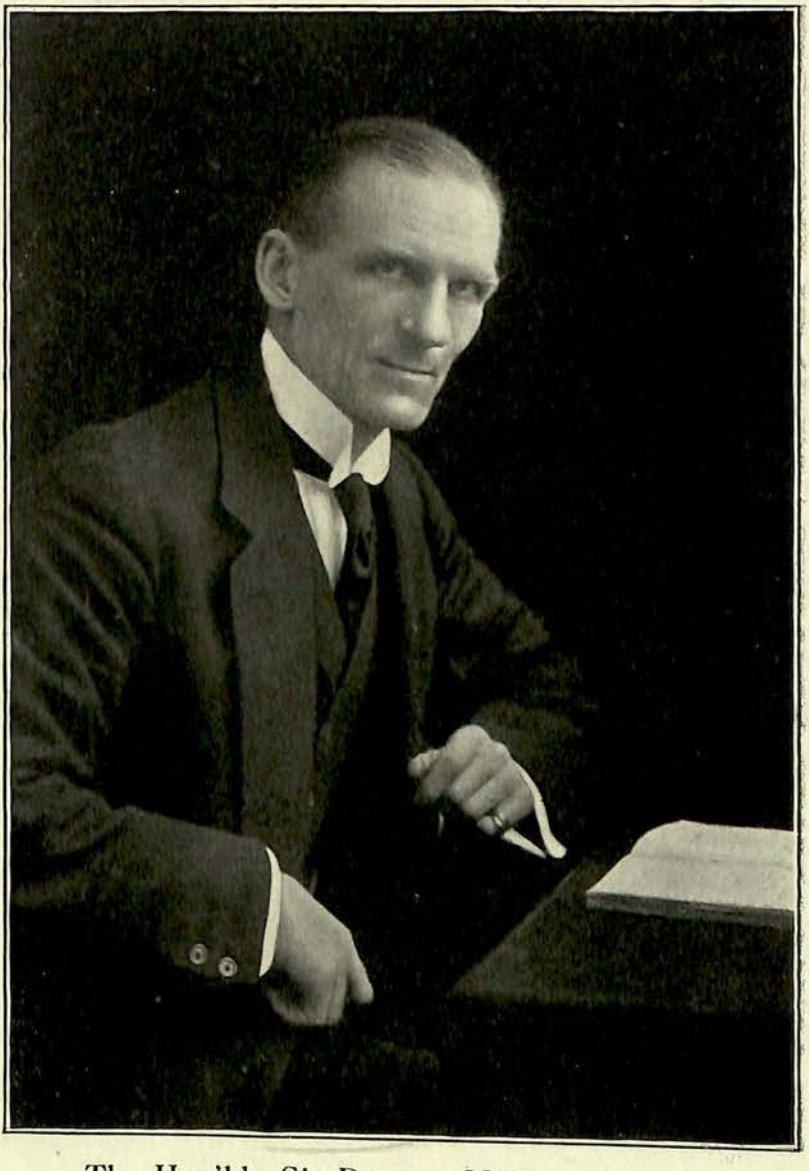

The Hon'ble Sir Dawson Miller, Kt., K.C.,
Chief Justice of Bihar and Orissa, 1927-28.

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NOTICE.

THE task of preparing this book has been entrusted to Mr. W. G. Lacey, I.C.S., and it is now published under authority and with the general approval of the Government of Bihar and Orissa, but it must not be assumed that this approval extends to every particular expression of opinion.

PREFATORY NOTE.

THE main portion of this volume deals with the financial year 1926-27—viz. the period from April to March. In order to bring the history of the province up-to-date as far as possible, a short summary of the principal events of the calendar year 1927 is included as an appendix.

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Bihar and Orissa in 1926-27.

CHAPTER I.

Political and General Events.

Constitutional progress.

THE political—or perhaps more accurately, the constitutional—history of Bihar and Orissa during 1926-27 contains little in the shape of startling developments. And this in itself is no small cause for congratulation. The province has pursued the even tenor of its way, seldom appearing in the lime-light, yet rendering service to the interests of India as a whole by its successful avoidance of any deadlock, or even serious friction, in the working of the reformed constitution throughout another year. The position of the Ministers, though sometimes assailed in the Legislative Council, was never seriously endangered; their relations with the other members of Government and with the permanent officials working under them continued to be cordial; and no occasion arose for the Governor to make use of the extraordinary powers which have been vested in him to safeguard the machinery of Government in an emergency. "Up till now," as Sir Henry Wheeler said to the members of the Legislative Council, "the province has drunk the heady wine of the Reforms, and has maintained its reputation for common sense, with resulting advantage to itself."

The general elections:

to the Legislative Assembly;

The most important political event of the year was the holding of the general elections for the Legislative Assembly and the provincial Legislative Council. These took place at the end of November. Twelve seats in the Assembly are filled by election from Bihar and Orissa, and for two of these there was no contest. For the ten remaining seats there were altogether twenty-one candidates, and the percentage of voters who recorded their votes in these constituencies was 48.6. Out of the twelve members who were thus returned to the

Central Legislature, nine had been members of the last Assembly. Six of these were Swarajists, to which party all of the three new members also belonged.

and to the Legislative Council.

In the Legislative Council there are altogether 103 seats, including twenty-seven which are filled by nomination. From the balance of seventy-six elected members, fourteen were returned unopposed, as compared with twenty-three on the occasion of the previous general election. The remaining sixty-two seats were contested by 159 candidates. Polling was far heavier than ever before. In eight constituencies more than 80 per cent. of the voters registered their votes, and the percentage for the elected constituencies as a whole was just over sixty, as compared with thirty in 1920 and forty in 1923. A curious circumstance was that, as on previous occasions, the poll in rural areas was distinctly higher than in the towns, notwithstanding the fact that urban voters have greater facilities to record their votes and might be expected to take a keener interest in political matters. Seventeen candidates were required to forfeit their security deposits owing to their failure to secure one-eighth of the votes polled. The number of sitting members of the last Council who were re-elected was twenty-eight. Of the seventy-six successful candidates, thirty-four professed allegiance to the Swarajist or Congress party, while five others had fought the election under the " Independent Congress " banner. Among the rest were comprised Independents, Moderates, Liberals, Loyalists, Constitutionalists and so forth, though not a few declined to associate themselves with any particular party. The general result of the election was to increase considerably the Swarajist representation in the Council; but to some extent this accession of strength was more apparent than real, as several members who had formerly subscribed to other political labels now ranged themselves with the Congress party, although their political views did not appear to have undergone any appreciable change.

Features of the elections.

A notable feature of these elections lies in the greater degree of interest which they evoked. This is reflected alike in the comparatively heavy polling figures and in the smaller number of uncontested elections. There is no doubt that the campaign figured more prominently in the life of the province than on either of the preceding occasions; and, if this betokened a real appreciation of the issues at stake in the proper selection of representatives, it would be a most gratifying development. There are certain aspects of the elections,

however, which tend to discourage excessive optimism on this score, and suggest that the progress made in the political education of the electorate is not yet very great. For instance, the important business of the revision of the electoral rolls aroused as little interest as ever. Generally speaking, persons entitled to vote took no trouble whatever to see that their names were properly registered; and in many areas the enquiries made by local agents regarding the qualifications of electors were viewed with suspicion. Intending candidates appear to have taken little or no pains to ensure the registration of their potential supporters. The consequence was that, although the total number of voters registered for the Council elections (374,818) was in excess of the figure for 1923, there were many omissions and inaccuracies. When it came to the actual voting, it was frequently observed that the electors were at a loss what to do with their ballot papers. Many, who had been brought in against their will, voted at random; while the choice of a yet large number was determined by the colour of a particular ballot box. It was a common experience that the voters did not even know who the respective candidates were, and sometimes the presiding officers were asked to advise which way they should vote. Rumours were rife regarding the purchase of votes on a large (and sometimes a frankly competitive) scale, and one elector told an official in all innocence that he would give his vote to the candidate who paid him most. At many polling stations arrangements were made for feeding the voters, and, despite the rule to the contrary, hired cars and carriages were employed to convey electors to the poll. The less commercially-minded voter, in so far as he was guided by any rational considerations at all, yielded more often than not to personal, sectarian or communal prejudices. Local influence and popularity counted for much. Babhan rallied to Babhan, and Rajput to Rajput; pleaders appealed to their clients, landlords to their raiyats. Hindus were charged to vote for none but those pledged to protect the cow, and it is symptomatic that a Hindu candidate lost numerous votes by staying with a Muhammadan friend during the course of his electoral campaign.

The Swarajist successes.

The successes achieved by the Swarajists in these elections may be attributed to a variety of causes. First and foremost, they were the only party that had any real organisation. They may justly claim the credit for the immense, and legitimate, advantage which they thus secured over their opponents from the very outset. So obvious, indeed, was the " pull " enjoyed by the candidate with a party organisation and party funds at his back, that the sudden conversion

of several "independents" and "moderates" to the Congress creed shortly before the elections commenced need not occasion any great surprise. The non-Swarajists further weakened their chances in certain constituencies by "splitting" the votes of their supporters between two or more candidates of the same party. Another factor which had some influence on the results was the intensive campaign conducted, just before polling took place, by a number of popular leaders from other provinces, who had by that time been released from their own constituencies and were able to concentrate on the Swarajist cause in Bihar and Orissa. Less creditable, but no less effective, was the use made of local bodies and their employés for purposes of canvassing and propaganda. It is not suggested that such practices were universal, but there is no doubt that, not infrequently, the services of clerks in municipal or district board offices, doctors of local dispensaries, or teachers of primary schools were enlisted on behalf of the candidate who carried the support of the local body, and in certain cases their efforts helped to turn the scale in his favour. One of the most effective planks in the Swarajist platform was a bitter and well-organised attack on the landlords, coupled with promises to redress the grievances of the tenants by means of radical alteration in the tenancy laws. This gained them many votes. But, when due allowance has been made for all these contributory causes of the Swarajist successes, it cannot be denied that the real issue was put to the voters as a fight against Government; and the results show that, at least in the general Hindu constituencies, any candidate who could not prove that he had worked, or was prepared to work, in consistent opposition to Government stood little chance of election.

Methods of canvassing.

Before leaving the subject of the elections, the methods of canvassing generally adopted by the candidates may be briefly described. Electoral addresses were more in evidence than on former occasions, but their use is not yet widespread. Public meetings were still extremely rare. Posters were extensively used, but more reliance was placed on the wholesale distribution of leaflets, criticising the past record of the rival candidate or appealing to the communal instincts and class prejudices of the electors. House-to-house visitations by paid or voluntary canvassers were common enough, while recourse was sometimes had, particularly by the Swarajist party, to the display of magic lantern slides, either depicting the poverty of India and important events in her history, or exciting ridicule against loyalists and co-operators generally.

Municipal and district-board elections.

The year under review witnessed also the general elections for municipalities and district boards. The political significance of these elections is naturally less than that attaching to the Council and Assembly contests. In fact, it was the exception rather than the rule for the electoral campaign to centre round a purely political issue. The real issues were in almost every case personal, communal or sectarian. The Congress organisation was, however, used in support of the candidates who secured the approval of that body, though this support usually stopped short of the employment of Congress funds. The help thus derived from the Congress was doubtless instrumental in securing the return of not a few candidates, but it was a noticeable fact that the number of district and municipal boards with a definite Swarajist majority was substantially reduced as the result of these elections. Another striking feature was the consistent failure of Muhammadan candidates, who were often unable to secure any representation at all. This has led to a renewal of the agitation for separate electorates for local bodies. Generally speaking, rather more interest was shown in these elections than had been displayed on previous occasions, but the increase in the number of votes polled is attributable more to the keenness of the candidates in securing the attendance of their supporters than to any spontaneous enthusiasm on the part of the voters themselves. There is no doubt that the candidates exerted themselves to the utmost. Membership of local bodies is increasingly sought after, and the rivalry to secure this coveted status grows more strenuous as time goes on. Comment has been made in past years on the tendency of local bodies to abuse their powers for the furtherance of political propaganda. While this tendency has not altogether ceased, it was much less in evidence during the year under review. Indeed it is probably true that, as a factor in the political situation, these bodies now derive their chief importance from the assistance which they are able to furnish to candidates for election to the Legislative Council.

Hindus and Muhammadans.

In this province, as elsewhere, the black cloud of communal bitterness and strife continued to darken the political horizon throughout another year. A strong impetus was given to the forces which make for discord by the serious Calcutta riots at the very beginning of this period. Some of the combatants, returning from Calcutta to their homes in Bihar with marks of injury on their persons, were greeted as heroes. Reports came in from all sides that Hindus and Muhammadans alike were laying in secret stores of *lathis* and

other weapons. In most cases this appears to have been done, not so much with the definite idea of taking the offensive, but from feelings of apprehension with regard to the intentions of the other side. In fact, the most marked result of the Calcutta disturbances was to accentuate to an almost fantastic degree the prevailing atmosphere of nervousness in both communities. Any rumour of aggression by the opposite party, however absurd, obtained ready credence, and the chief danger was that some panic, arising out of a rumour wholly without foundation, would develop into a serious fracas. During the months of April and May the tension was probably more acute and widespread than it had ever been before in this province. In no less than twelve out of the twenty-one districts the position was so threatening that the local officers lived in constant apprehension of a collision between the two communities; and the task of avoiding blood-shed called everywhere for the exercise of ceaseless vigilance and activity. The most serious outbreak which actually took place was at Sasaram in the district of Shahabad. Feelings here had been strained for some time, but the immediate cause of the rioting was nothing more than a petty quarrel between a Hindu and a Muhammadan over some evidence which had been given in a criminal case. Mischief-makers seized on the opportunity afforded by this incident, and during the next forty-eight hours there was much fighting and general disorder. About fifty persons were injured, including several Hindus suffering from gun-shot wounds, and three of the victims succumbed to their injuries. It was found necessary to declare the town of Sasaram to be a "disturbed area," and a special police force was quartered there for six months. At about the same time a minor clash occurred in the Santal Parganas, but this was quelled by the prompt and firm action of the local authorities. Two or three rioters on either side sustained slight injuries. The vexed question of "music before mosques" was responsible for this incident, as well as for other disturbances which were reported from different parts of the province during the succeeding weeks. Another common form of provocation was the deliberate defilement of temples and mosques, and several cases came to light in which Mussalmans were disturbed in the performance of their prayers. Frequent mention of the activities of the Arya Samaj is made in the official records of this period. In May the trouble spread to Orissa, and the district of Balasore became for some months a centre of communal feeling. Other districts which gave cause for special anxiety were Patna, Gaya, Saran, Monghyr and Darbhanga. Fortunately, however, the general situation in the province became distinctly easier in the month of

June, and the Bakr-Id festival passed off without grave disorder. This may be attributed in part to a general re-action against the prolonged high tension of acute communal feeling, and in part to the elaborate precautions taken to prevent collisions. In some places, too, valuable assistance was rendered by the non-official members of conciliation committees. Rioting occurred in five localities during this festival, but not on a large scale. Two of these disturbances were in the Gaya district, and the remaining three on the borders of Darbhanga and Muzaffarpur. One life was lost, and a number of persons were injured more or less seriously. In the following month came the *Muharram* festival and renewed anxiety. But, with the exception of an affray at one district headquarters, the celebrations were not marked by any untoward occurrence. As in the two preceding years, the Hindus demonstrated their feelings by boycotting this ceremony in many important centres of the province. In Gaya, where relations were particularly strained, the police are said to have received material assistance from a force of "special constables," who enlisted voluntarily, and from a party of boy scouts. During the *Dasahara* pujas, again, considerable excitement prevailed in a number of districts, but there were only a few actual outbreaks of minor rioting. The murder of Swami Sradhanand in December caused a sensation in this province, as in the rest of India. The Hindus in most of the large towns observed *hartals* in his memory, and there was a good deal of rather excited oratory and a fresh access of bitter feeling. The remainder of the year elapsed without any startling development, but it cannot be said that the situation at its close justified much hope of the advent of a better understanding between the two communities.

Caste movements.

It is natural that the main struggle between Muhammadans and Hindus should tend to divert attention from the development of strong caste feelings among the Hindus themselves. Though still of secondary importance, the significance of this movement is unmistakable. Caste associations are multiplying fast, and in many centres caste meetings of one kind or another follow on each other's heels with bewildering frequency. This activity is to be found mainly among the upper ranks of the *Sudra* castes, who for some years have been striving to improve their social status. Vows of temperance, efforts after educational progress, assumption of the sacred thread, and determined opposition to the system of *begari*, coupled with a general revolt against the performance of menial offices for the higher castes—these are among the subjects which

figure most prominently in their deliberations. Some of their ambitions are legitimate enough, but the danger arising therefrom is obvious. In April 1926 there was a serious disturbance between Goalas and Rajputs at Patna. The proximate cause of the incident was absurdly trivial—some *mahua* fruit belonging to a Rajput had been damaged by Goala cattle—but its real significance lies deeper. During the same month a riot between these same two castes in the district of Saran was only averted by the opportune arrival of the police. In August feelings between the Goalas and Babhans were reported to be very strained at Barh, and this tension was increased by the mysterious disappearance of a member of the Goala community. Mention has already been made of the part played by caste loyalties in the general election for the Legislative Council, and the same holds good in the elections of local bodies. It has become the practice for candidates to claim boldly the votes of their fellow-castemen, irrespective of any political or other considerations; and generally they are not disappointed. This development, unfortunately, tends to paralyse still further the conduct of public affairs, by promoting the formation of those cliques and factions which already figure so prominently in self-governing institutions.

The provincial press.

There is no provincial newspaper with a circulation outside Bihar and Orissa, and the influence of the press is therefore purely local. Only five newspapers of any importance are published in English, and the circulation of these is not large. At the beginning of 1926 a new paper, *The Patna Times*, was started to voice the public opinion of the Muhammadan community, which had hitherto found expression in the vernacular papers only. Naturally enough, the predominant topic of discussion in all the papers was the tension between Hindus and Muhammadans, but the English papers as a whole made a commendable effort to use temperate language and to refrain from fanning the flames unnecessarily. The same cannot be said of the vernacular press. With a few exceptions these papers threw themselves recklessly into the conflict, filling their columns with abuse and bitter recriminations of the other side. This section of the press is read by a very much wider public than that which reads the English section, and it is not easy to estimate the mischief caused by their irresponsible attitude. Two Hindi papers were prosecuted, and convicted, for publishing highly inflammatory articles when the tension was at its worst, while similar disciplinary action had to be taken against one Urdu paper for a violent attack on Government, whom it accused of conspiring with the Hindus to annihilate the Moslem community. From

June onwards a large section of the press became pre-occupied with the general elections, the results of which were hailed with a good deal of jubilation. Foreign affairs attracted comparatively little attention, though the position of Indians in South Africa and the negotiations between the Government of India and the Union Government were watched with some interest. The vernacular papers had a good deal to say about the Riffs, and much sympathy was expended on the fate of Abdul Karim. The turn of events in the Hedjaz caused considerable disappointment in Muhammadan circles. The proposal for the creation of an Indian Navy was received with suspicion, amounting almost to disapproval, but the English papers did not commit themselves to a policy of open hostility. The contribution of the press towards the discussions on the currency question was not of a high order, but there was almost universal opposition to the stabilization of the rupee at 1*s.* 6*d.* English and vernacular papers alike continued to take a keen interest in the affairs of local bodies. While unsparing themselves in criticising the defective administration of many district boards and municipalities, they resented official criticism and objected strongly to what they regarded as unjustifiable interference by Government in the rights and privileges of these bodies. A gratifying feature was the improved tone of the comments on matters relating to the police. This improvement was first noticed two years ago, and has been steadily maintained since, though it is still confined mainly to the English papers. As in previous years, the chief topics of the Oriya press were the amalgamation of Oriya-speaking tracts, the affairs of the Jagannath Temple, the floods, and the settlement operations in Orissa.

The labour world.

The world of labour remained quiescent during the greater part of the year, but early in 1927 there was a strike among the employés of the Bengal-Nagpur Railway. The trouble started in the workshops at Kharagpur, which was the scene of a serious riot immediately before the strike commenced. From Kharagpur the disaffection spread quickly throughout the line, and a considerable body of men remained out of work from the 11th February to the 8th March. Their demands were for better conditions of service, better pay and better housing. So far as this province was concerned, the strike was not accompanied with any violence and gave rise to comparatively little inconvenience, except in the colliery areas, where difficulty was experienced in getting coal away. The regular mail and passenger services, however, were maintained without interruption, and a certain amount of goods traffic was also put

through. None the less the conclusion of the strike was welcome in the industrial areas, as supplies were beginning to run short, and in consequence the price of imported articles of consumption showed a tendency to rise. In January Jamshedpur was visited by some representatives of the International Textile Workers' delegation, who advocated the necessity of organizing strong trade unions in India. Signs of unrest began to make their appearance in this centre shortly afterwards, and matters were not helped by a reduction of staff which was effected in some of the departments at this juncture, or by a proposal to substitute a daily wage system for that of monthly wages. The year closed amidst somewhat ominous rumblings of discontent at this important industrial headquarters.

Changes in the Government.

His Excellency Sir Henry Wheeler continued to be Governor of the province throughout the year, but his term of office was drawing rapidly to a close, and the announcement that he would be succeeded by Sir Hugh Stephenson was made public during the rains of 1926. In June, Maharaja Bahadur Keshava Prashad Singh, C.B.E., of Dumraon, was appointed to the Executive Council of the Governor, in the vacancy caused by the retirement of the Hon'ble Mr. S. Sinha. The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din and the Hon'ble Mr. Ganesh Dutta Singh tendered their resignations of the office of Minister at the time of the general election, but were re-appointed to the same posts on the 20th December 1926.

CHAPTER II.

Finance.

"The poorest province in India."

"In Bihar and Orissa"—to quote from the report of the Meston Committee in 1920—"the local Government is quite the poorest in India, and very special skill will be required in developing its resources. Heavy initial expenditure lies in front of what is still a new province; and there is a wholly abnormal want of elasticity about its revenues." The poverty of this province is by now a familiar theme. But, inasmuch as the activities of any Government must be limited by the resources at its command, it is inevitable that the present review of the activities of Bihar and Orissa during 1926-27 should call attention once more to this radical stumbling-block in the path of progress. The following table, then, shows the area, population and revenue of the eight major provinces in British India. The figures of revenue are taken from the budget estimates of the different provinces for the year 1926-27 :—

Name of province.	Area in thousands of square miles—British Territory.	Population in millions.	Revenue in crores of rupees (excluding "extraordinary receipts".)
1	2	3	4
Bengal	77	46·7	10·7
Bombay	124	19·3	16·3
Madras	142	42·3	16·3
United Provinces ...	106	45·3	12·3
Burma	234	13·2	10·3
Punjab	100	20·7	11·4
Bihar and Orissa... ...	83	34	5·6
Central Provinces ...	100	13·9	5·7

These figures speak for themselves. The total sum available for expenditure per head of population in this province works out

at Rs. 1-10-0, compared with an average of Rs. 5-0-0 for the other seven provinces. Per square mile of territory the sum available is Rs. 675, as against an average of Rs. 1,030 elsewhere.

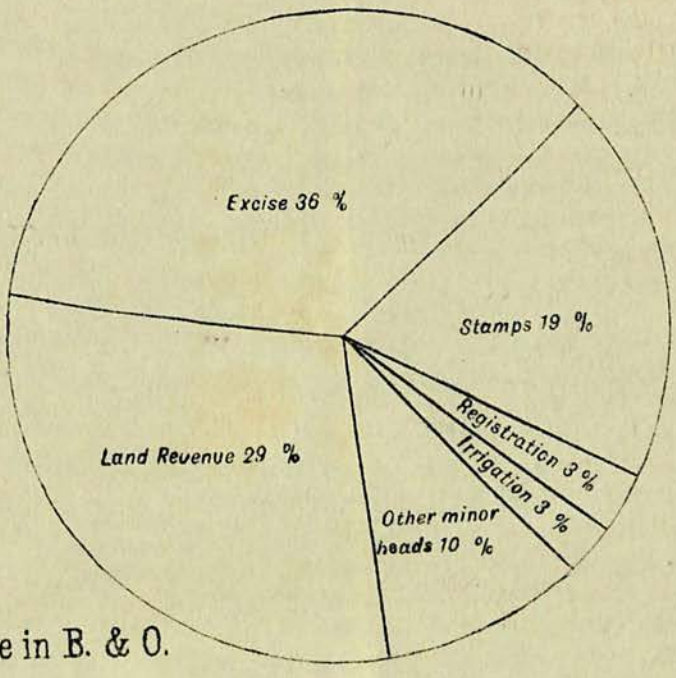
Sources of revenue.

The position disclosed by these figures, serious as it is, might be viewed with less dismay if there were some prospect of normal growth and expansion in the resources of this youthful province. Unfortunately there is, to all intents and purposes, none. Bihar and Orissa is essentially an agricultural country—an unusually fertile one at that—and it would be natural to suppose that the bulk of its income is derived from the land, and that this income will tend to increase as time goes on. But, owing to the permanent settlement, the land revenue of the province is fixed, and fixed at the very low amount of about Rs. 1½ crores. The extent of the disability thus imposed on the Government finances may be gauged from the fact that four of the more fortunate provinces enjoy from land revenue alone an income as large as, or larger than, Bihar and Orissa derives from all sources put together. The mineral wealth of the province, though by no means inconsiderable, contributes little or nothing to the provincial exchequer. The consequence is that, as the diagram opposite will show, "Excise" and "Stamps" between them provide no less than 55 per cent. of the total revenue that flows into the coffers of the local Government.

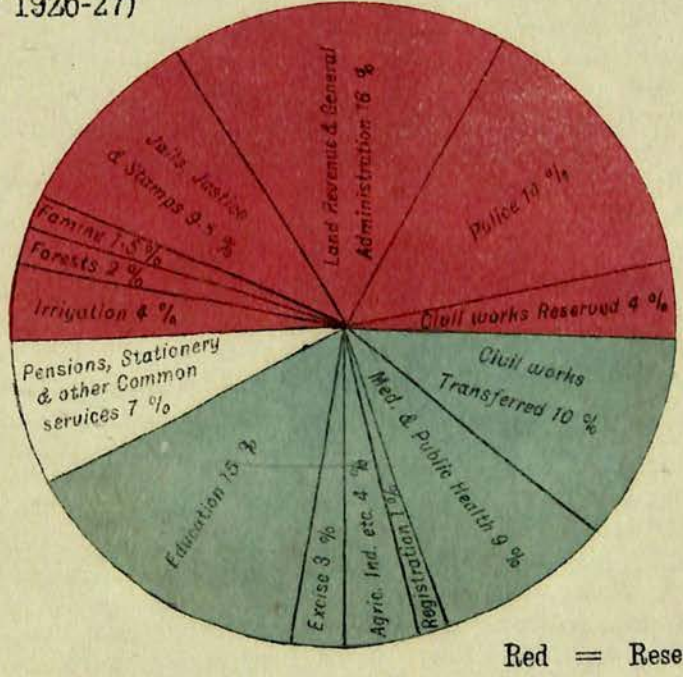
"Tainted" money.

Here is a rare opportunity for the moralist-critic, and one which he has not been slow to embrace. Government, he declares, is "trading on the vices of the people." This allegation will be examined more fully in the chapter dealing with "Excise;" but it may be remarked here that Government is at least as sincere as its critics in regarding with grave dissatisfaction a state of affairs in which it has to rely for more than half its income on the proceeds of litigation and the sale of intoxicants. These, without question, should be subsidiary sources of revenue. The reason why they loom so disproportionately large on the financial horizon of this province is that there are no other sources from which any substantial revenue is derived at all. In themselves, the amounts realized from Excise and Stamps are *not* unduly large—whether judged by reference to the amounts realized under these heads in other provinces, or by reference to the actual realizations per head of population. It is as well that this fact should be emphasized. If there were any truth in the suggestion that Government deliberately encouraged the people to indulge in excess with the object

Revenue in B. & O.
(Budget of 1926-27)



Expenditure in B. & O.
(Budget of 1926-27)


Land Revenue & General Administration 16 %
Police 10 %
Civil works Reserved 4 %
Civil works Transferred 10 %
Med. & Public Health 9 %
Registration 1 %
Agric. Ind. etc. 4 %
Excise 3 %
Education 15 %
Pensions, Stationery & other Common services 7 %
Irriyation 4 %
Forests 2 %
Famine 1.5 %
Jails Justice & Stamps 9.5 %

Red = Reserved (51 %)
Blue = Transferred (42 %)
White = Common (7 %)

of inflating its revenues, not only would such a policy be morally reprehensible, but financially it would be in the highest degree unsound and indefensible. For it would mean that these principal sources of income were hopelessly precarious and unstable—at a time when stability has become the most essential requisite of the financial situation. *Absolute* stability is, in the nature of the case, impossible of attainment. A bad harvest will react at once, and seriously, on the excise receipts. But, so long as those receipts in a normal year do not rise above what may be regarded as a natural, legitimate level (legitimate alike from a social and from an economic point of view), there should not be cause for undue apprehension on this score.

The financial pos'tion at the beginning of the year.

When the budget for the year 1926-27 was introduced, it was estimated that the opening balance on the 1st April, 1926, would be a little short of Rs. 204 lakhs. The revenue of the province for the ensuing year was calculated to be Rs. 5,63,33,000, while the corresponding expenditure required for carrying on existing activities was reckoned at Rs. 5,49,24,000. This left a comparatively small margin on the right side, but the amount so left was altogether insufficient to finance the large number of new schemes which had been prepared by the different administrative departments. It was decided, however, that for this purpose it would be permissible to utilize a portion of the accumulated balance. Consequently, new expenditure was sanctioned to the extent of Rs. 62,60,000, in addition to nearly Rs. 5 lakhs in the shape of new loans and advances. The bulk of this new expenditure was necessarily of a non-recurring character, only Rs. 9,16,000 being devoted to projects which involved a permanent annual addition to the financial liabilities of the province. As a result of the allotments thus made, and after taking into account transactions under certain capital heads, it was estimated that the provincial balance at the close of the year would be reduced to approximately Rs. 150 lakhs.

The financial position at the close of the year.

When the close of the year came, however, it was found that the actual position was more favourable than had been anticipated. The main reason for this was that, after the accounts of the preceding year had been finally made up, the opening balance on the 1st April, 1926, was shown to be Rs. 224 lakhs—or Rs. 20 lakhs more than the figure previously estimated. Revenue, too, was coming in somewhat

better than had been expected, and it had proved unnecessary to make full use of the provision made for supplementary demands during the course of the year. The net result of all this was that the closing balance was now estimated at about Rs. 183 (instead of Rs. 150) lakhs.

Famine Insurance Fund.

At this point it is necessary to refer briefly to what is known as the Famine Insurance Fund. Under the Devolution Rules, the local Government is required to set aside annually a sum of Rs. 11,62,000 as a kind of insurance against the ever-present threat of famine. These annual payments must continue until the amount at the credit of the fund reaches a total of roughly Rs. 70 lakhs. The fund constitutes a part of the provincial balance, but it cannot be utilized except on actual operations for the relief of famine or for its prevention (such as protective irrigation works) and on loans granted either for relief purposes or to agriculturists under the Agriculturists' Loans Act. Loans to agriculturists are financed from the accumulated balance of the fund; but, with this exception, any expenditure incurred on the above objects during a normal year is met by a reduction in the annual payment to the fund, and the necessity for encroaching on its accumulated balance will arise only when the annual payment is inadequate to meet the requirements. It is estimated that the sum standing to the credit of the fund when the accounts for the year 1926-27 are finally closed will be Rs. 66 lakhs; and this sum must therefore be deducted from the gross balance of Rs. 183 lakhs (referred to in the preceding paragraph) in order to arrive at what is known as the " ordinary " balance—that is to say, the balance which can be used, if need be, to meet the ordinary expenses of administration. It will be seen, therefore, that the " ordinary " balance at the close of 1926-27 should be about Rs. 117 lakhs.

The future outlook.

In March 1927 the budget for the following year was submitted to the Legislative Council. A detailed analysis of the financial prospects for 1927-28 would be beyond the scope of the present volume, but an abstract of the budget estimates of receipts and expenditure, as finally passed by the Council, is printed in appendix III. The outstanding feature of the position, as explained by the Finance Member in presenting the estimates, is that the current expenditure required for carrying on the activities to which we are already committed, without embarking on any new schemes of development, has once more overshot the current revenue. This gives

food for serious thought. Many new activities were in contemplation, and schemes had been drawn up for initiating them during 1927-28. Most of these had to be scrapped or postponed; and it was only after grave deliberation that the Finance Department found itself able to agree to the withdrawal of a further, much reduced, sum from the provincial balance in order to finance a few of the most urgent of these new schemes. Even so, it was estimated that at the end of 1927-28, the "ordinary" balance would be reduced from Rs. 117 lakhs to Rs. 63 lakhs. Had it not been for two or three factors in the situation which make the outlook less gloomy than at first sight it would appear, Government would have been confronted with the stern necessity, not only of turning a deaf ear to all demands for fresh expenditure, however clamant, but of considering at once the introduction of new forms of taxation to bridge the gap between income and expenditure. These encouraging factors may be shortly mentioned here.

Some encouraging features.

It has been explained that the annual payments to the Famine Insurance Fund must continue until the amount at its credit is roughly Rs. 70 lakhs. At the end of 1926-27 the expectation was that this fund would already have a balance of Rs. 66 lakhs, and the instalments to be paid during the following year would therefore raise its balance well above the prescribed total. In future years nothing will have to be paid into this fund, except as it becomes necessary to replenish the amounts which are actually withdrawn from it. This means that the annual expenditure of the province will be reduced by about Rs. 11 lakhs. Again, the local Government is still engaged in paying off the balance of the old provincial loan account—a legacy from the pre-Reform days; and under this head an annual levy of about Rs. 7½ lakhs is made by the Government of India. In March 1926 it was found possible to make an advance repayment of Rs. 20 lakhs on account of this debt, in addition to the ordinary yearly instalment. The result of this step is that the whole debt should be wiped out in 1929-30, and thereafter the province will be relieved of another substantial drain on its slender purse. Finally, much headway has been made during the last few years in meeting the heavy initial expenditure which, as the Meston Committee observed, was thrown upon this province as the result of its separation from Bengal. The University, the Medical College, and the Veterinary College are among the most important provincial institutions which, though not yet completed, are now well in hand and have figured prominently in the budget of the Public Works Department for

some time past. Consequently it can be asserted with confidence that the present standard of expenditure in that department is above its normal level; and, when once these large items of capital expenditure have been surmounted, a substantial reduction may be looked for in the " Civil Works " bill.

Recent expansion.

On the other hand there is no prospect of any appreciable increase in revenue, and the anticipated decrease in expenditure can hardly be expected to do more than wipe out the deficit which has now made its appearance in the annual accounts. The process of depleting the accumulated balance has been carried as far as common prudence will allow, and it begins to look as though a halt will have to be called in the expansion of departmental activities. It is of interest, in these circumstances, to recall just how much, in the way of expansion, has been effected during recent years. In introducing the budget for 1926-27, the Hon'ble Mr. Sinha was able to claim that, in the four years during which he had held the Finance portfolio, no less a sum than Rs. 190 lakhs had been made available for initiating new schemes of development, in addition to the advance payment of Rs. 20 lakhs towards liquidation of the pre-Reforms debt. Out of this large sum Rs. 44 lakhs represented expenditure of a recurring nature.

Reserved and Transferred departments.

Before examining the manner in which the funds available have been distributed between the different spending departments, it is desirable to state again the broad characteristics which distinguish the Reserved and the Transferred Sides of the Government. The Reserved Side, generally speaking, comprises the " security " departments—those without which the administration of the province would immediately break down. These include the agencies for the collection of revenue, the maintenance of law and order, the administration of justice and the custody of criminal offenders. On the other side are what may be styled the " progressive " departments, which are concerned with the mental and bodily amelioration of the people and their material prosperity. Among these departments are to be found those responsible for the education of the people, their health, their agricultural interests and their industrial welfare. Now it is clear that the maintenance of the security departments must be the first charge on the provincial revenues. Without the district officer and his *cutchery*, without an adequate force of police, without the law-courts and jails, the whole machinery of Government would come to a standstill. The

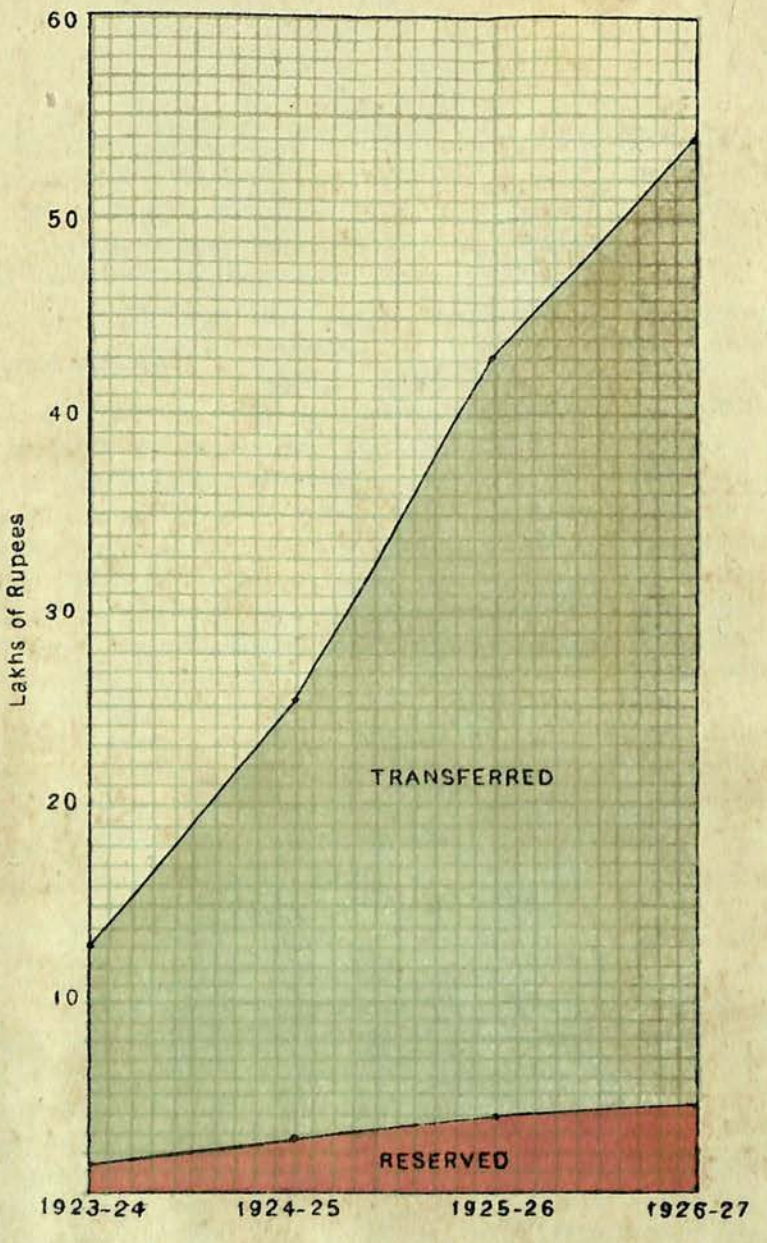


Diagram showing the ultimate expansion in the reserved and transferred departments respectively that will result from the new projects initiated during the four years 1923-24 to 1926-27.

Recurriug expenditure only has been shown.

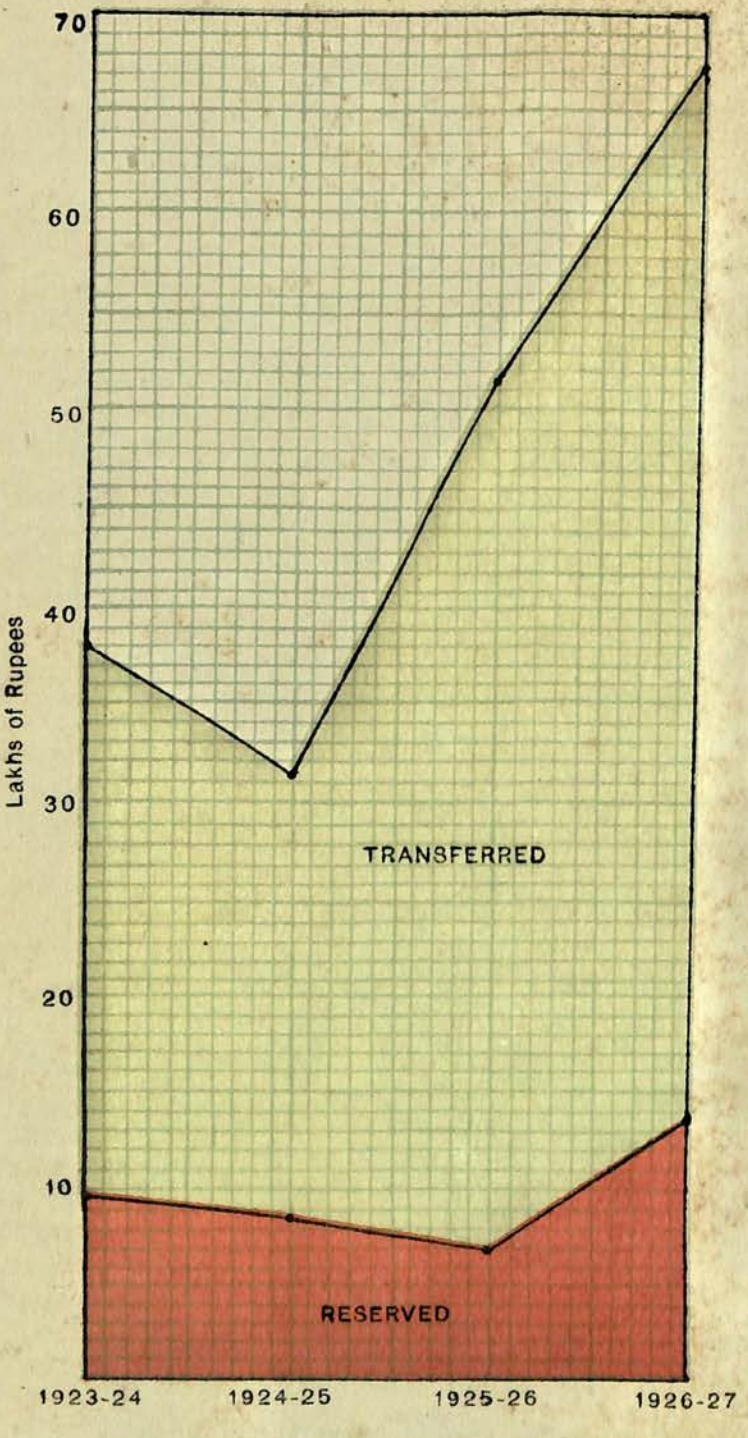


Diagram showing the total amounts that have been allotted to the reserved and transferred departments respectively, for new projects during each of the four years 1923-24 to 1926-27

same cannot be said of the progressive departments. On the other hand, it is equally clear that the amount of money which may usefully be spent on maintaining the essential services is limited, while the activities of the other group of services are capable of almost indefinite expansion. In other words, expenditure on the Reserved departments varies little in amount, once a reasonable standard of efficiency has been reached, but it is absolutely compulsory: expenditure on the Transferred departments tends always to increase up to the limits of the resources available, but it can be curtailed, if need be.

Allocation of funds.

It follows from this that a poor province, like Bihar and Orissa, cannot expect, after providing for the indispensable machinery of Government, to have the same surplus for its more beneficent activities as is enjoyed by its wealthier neighbours. It is beside the mark to point out that Bengal spends more money on medical relief than is spent in this province, or that Bihar and Orissa devotes a greater proportion of its total income to the upkeep of police than the United Provinces do. The pertinent question is: Are the security services in this province administered as economically as possible, and do the other services get all that can possibly be spared for them? To this question there can only be one answer. Bihar and Orissa spends far less, per head of population or per square mile of territory, on the Reserved departments than any other province in India. The foregoing consideration should be borne in mind when studying the diagram opposite page 12. The generous treatment which has been accorded to the Transferred departments in the allocation of those funds which have been made available for new expenditure during the past four years is strikingly illustrated in the two following diagrams. The first shows the total amounts, both recurring and non-recurring, which have been allotted to each side of Government from year to year. (The "neutral" district of Angul has been left out of account in these diagrams.) Out of the aggregate amount of Rs. 190 lakhs released during this period, 78 *per cent.* has gone to the Transferred Side, and only 22 *per cent.* to the Reserved. The second diagram shows the ultimate expansion that will result on either side from the new projects initiated during the same period. The results illustrated in this case are cumulative, and recurring expenditure only has been shown. It will be seen that fresh permanent liabilities amounting to half a crore of rupees have been undertaken on behalf of the Transferred departments, while the liabilities of the Reserved Side have been increased by only about Rs. 4 lakhs.

CHAPTER III.

The Legislative Council.

The closing session of the second Reformed Council.

THE second Legislative Council of the Reforms met at Ranchi on the 17th August 1926 for its sixth and last session. It was welcomed by His Excellency in person, and the address delivered by him on that occasion is reproduced in Appendix IV. This address contains a review of the achievements of the Council during the three years of its existence. The final session was a short one, lasting only four days, two of which were devoted exclusively, and one partly, to non-official business.

Legislative business.

The only bill which was passed into law during this session was the Bihar and Orissa Public Highways Bill, 1926, a non-contentious Government measure providing for the better maintenance of provincial roads and the improvement of traffic-control thereon. Five non-official bills were pending from previous sessions, but all of these lapsed with the dissolution of the Council.

Council resolutions.

Five non-official resolutions were discussed by the out-going Council. Only one of these was adopted in its original form. Two were negatived, and one was withdrawn. The remaining resolution met with a curious fate. It was to the effect that candidates for election to the Legislative Council should no longer be required to make a deposit of Rs. 250. Hitherto all candidates have been required to deposit this sum as security before they are allowed to stand, with a view to discourage the multiplication of bogus candidates. The security is forfeited by any person who fails to obtain one-eighth of the total number of votes polled. The mover of the resolution contended that such a rule operated harshly on genuine candidates who were too poor to raise the necessary money for deposit. This view, however, met with very little support. In fact, not content with mere opposition to the proposal for discontinuing the security, one member moved an amendment advocating that its amount should be increased to Rs. 500. This amendment was actually carried by one vote, and the resolution

in its drastically altered form was finally adopted by the same margin. The official members were left free to vote in accordance with their individual views, the attitude of Government being that, while some security was undoubtedly required, the question whether the existing amount was adequate might be regarded as an open one. In any case it is not within the power of the local Government to amend the electoral rules; but copies of the debate and the resolution which was eventually adopted have been forwarded to the Government of India for due consideration.

The one resolution which was adopted by the Council in its original form called on Government to take certain measures for the protection of female labour employed in the coal-fields and industrial concerns of this province. The underlying object of the resolution was one which naturally enlisted the sympathy of Government. But it was pointed out that legislation would be necessary to give effect to the particular measures contemplated in it, and that such legislation could only be undertaken by the Central Legislature, which had declined, barely a year ago, to proceed with a Bill relating to this very subject, on the ground that such a measure was neither necessary nor desirable in India under present conditions. It was impossible, therefore, for the local Government to accept this resolution. However, the Council insisted on giving expression to their sentiments in the matter, and by a majority of eight votes the resolution was carried. A copy of the debate was in this case also forwarded to the Government of India.

Of the two resolutions which were rejected, one sought to fix the term of the current settlement in Orissa at sixty, instead of thirty, years, while the other advocated the remission of cess on lac cultivation in Chota Nagpur. The resolution which was withdrawn was concerned with the repair and maintenance of a protective embankment in the district of Champaran. Government explained why they were unable to accept the recommendations of the mover, but undertook to examine whether any alternative action could usefully be taken.

Council questions.

During this session the number of original questions put to Government was 190, and the supplementary questions arising therefrom numbered 139.. These figures are distinctly low in comparison with those of former years, the explanation doubtless being that most members had satisfied their desire for information in the course of the earlier sessions.

The new Council meets.

The progress and the results of the general election have been analysed in Chapter I of this volume, and a complete list of the members of the new Council will be found in Appendix II. This Council met for the first time at Patna on the 13th January 1927, and sat for twenty-two days between that date and the 16th March. Both at the opening and at the close of the session His Excellency Sir Henry Wheeler addressed the members, the latter occasion representing his official farewell to the province on the eve of retirement. Three days of this session were devoted wholly, and one partly, to non-official business.

Election of President and standing committees.

The first important duty of the new Council was to elect its President and Deputy President. There were two candidates for the presidential chair—Khan Bahadur Khwaja Muhammad Nur and Babu Nirsu Narayan Singh. The former, who had guided the deliberations of the last Council, first as its nominated, and later as its elected, President, was again successful in the ballot, obtaining a majority of nineteen votes. The two candidates for the post of Deputy President were Babu Lakshmidhar Mahanty and Babu Godavaris Misra, and the voting was 54 to 43 in favour of the former. Then followed the elections to the statutory Public Accounts Committee and to the nine standing departmental committees. The purpose of these standing committees is two-fold: first, to form a connecting link between the Legislature and the Executive, whereby the former is enabled to exercise an influence on the administration of the province; and, secondly, to familiarize the non-official members of the Council with the processes of Government, and to give them an insight into departmental work. Five of the committees appertain to Transferred subjects and four to Reserved, and each one specializes in some important branch of the administration, such as Education, Police, or Development. In each case the Member or Minister in charge acts as chairman, the Head of the department concerned is a member, and the departmental Secretary to Government is the committee's secretary also. For the rest, each committee consists of four non-official members of Council, who are elected by their fellow-members and hold office for one year. It is thus possible for nearly half the non-officials in the Council to gain experience of this work at one time (though there is no bar against the same member sitting on more than one committee), and the frequency with which new committees are elected should give to everybody an opportunity of advising Government on those subjects in which he is particularly interested.

Further legislative business.

The legislative business of the new Council during its first session was confined to the introduction of three bills. The first was a Government measure, called the " Bihar and Orissa Excise (Amendment) Bill." Its objects were to prohibit the production of cocaine in this province and to raise the age-limit for the possession and sale of dangerous drugs and liquors. No opposition was to be anticipated to the attainment of such objects as these, and Government moved that the Bill be taken into consideration immediately after its introduction. Somewhat to their surprise, however, the Council expressed a wish that the Bill should be circulated to elicit opinion—(thereby delaying its passage by six months)—on the ground that some of the members desired to examine the question in greater detail and to submit, if possible, further suggestions for incorporation in the Bill. This course was accordingly adopted.

The two remaining Bills owed their origin to private members. One of them, " The Chota Nagpur Tenure Holders' Separate Rent Account Bill," did not get beyond the stage of formal introduction. It seeks to protect the interests of share-holders in permanent tenures from being sold owing to the default of their co-sharers. The object of the " Bihar and Orissa Wakf (Amendment) Bill " is to secure to every wakf a gross income of Rs. 1,000 and to ensure that its proceeds are properly utilised. Considerable opposition to this measure developed immediately, and, although Government supported the motion that it should be circulated for opinion, it was by a majority of only two votes that the Bill negotiated this early stage in its career.

Further resolutions.

The number of non-official resolutions discussed during this session was again five. One of them recommended the appointment of a committee to enquire into the causes of the depression in the coal industry and to suggest remedies. Government expressed their willingness to set up a small committee for this purpose, on the understanding that it would not discuss matters which come under the sole purview of the Government of India and which the local Government would consequently be unable to deal with. On this assurance the resolution was withdrawn.

The other four resolutions were carried in the face of Government opposition. In three cases a division was challenged, and the resultant voting was always very close, the majorities varying between three and four votes only. The subjects discussed were (1) the classification of Chota Nagpur as a backward tract, and

the consequent retention of the District Officer as chairman of the district boards in that area; (2) the special form of administration prevailing in the Santal Parganas, another backward tract; (3) the appointment of a committee to enquire into the administration of the Son canal; and (4) the pay and prospects of the subordinate educational service. During the course of the debates Government explained in full why they were unable to accede to the wishes of the Council in these matters; and for the reasons then given it was impossible to give full effect to any of these resolutions; but, in deference to the views expressed by the majority on the subject of official chairmen in Chota Nagpur, an exception has since been made to the prevailing system in the district of Manbhum, where the district board will hence-forward be allowed to elect its own non-official chairman.

The Council and finance.

The most important business transacted in this session was that relating to provincial finance. One day was allotted to the presentation and explanation of the budget estimates for 1927-28; the general discussion of those estimates occupied two days; and nine days were spent in voting the demands for grants. As the Hon'ble Maharaja Bahadur of Dumraon remarked in his introductory speech, the first budget which it fell to his lot to lay before the Council was not one calculated to earn popularity for himself or his department. Largely as a result of the new commitments which have been undertaken on a considerable scale during recent years, the current income of the province has again fallen short of its current expenditure, and there was no option but to curtail somewhat drastically the allotment of funds for fresh activities. It was only natural that many members should give expression to their disappointment at this state of affairs, and criticism was particularly directed against the failure of Government to repeat the substantial grants which had been provided in the last budget for the extension of primary education and for the development of medical relief and public health organizations. At the same time there were not wanting speeches from various quarters of the Council Chamber which showed an ability to appreciate the hard facts of the situation and a frank recognition that Government could not be expected to accomplish the impossible. The general discussion on the budget afforded abundant evidence of the great pains which members have taken in mastering the complexities and technicalities of the financial system. It was clear that the estimates had been carefully scrutinized; speeches were generally well-informed, and irresponsible criticisms and suggestions were compara-

General budget discussion.

tively rare. This was the more remarkable and praiseworthy in a Council which consisted so largely of new members. There is no doubt that the Council as a whole realizes, and attaches a proper value to, the wide powers of control which it now exercises over the finances of the province; and, although attempts were made in the course of the debate to belittle and ridicule the extent of those powers, the spirit in which the members approach this important part of their duties is itself the best reply to such disparaging comments. As usual, the expenditure on police and public works came in for a big share of the main attack, while on many sides the old criticisms of the excise revenue made themselves heard. But here and there a member would frankly admit that, much as he disliked this source of revenue, it was outside the range of practical politics to talk of dispensing with it. A good deal of attention was devoted to the Famine Insurance Fund, and one member scented in it a device for tying up large sums of money for the benefit of the Government of India. The more general view, however, was that the reserve which has been built up might be employed more generously on the relief of distress in Orissa and on protective measures. It was noticeable that nobody any longer advocated the remission of existing taxation, the impossibility of such a step being now too clear to admit of question. The tendency of the Finance Department to under-estimate revenue and over-estimate expenditure was noticed by several speakers; and, although the fault is one which nobody would wish to see reversed, it cannot be denied that the accounts of recent years furnish some justification for this particular criticism. The tendency may be attributed to the special difficulties which lie in the way of accurate budgetting during a period of energetic expansion.

Voting of demands.

Out of a large number of motions that had been tabled for the reduction or omission of individual demands, 21 were actually moved. Five of them were withdrawn in view of the explanations given by Government; fifteen were negatived; and only one was carried. The single item which was thus cut out of the budget was a provision of Rs. 1,00,500 under the head " compensation for land and rights " in the Forest budget, which included Rs. 1,00,000 for the acquisition of private forests in the Ranchi district. The reasons which led to the inclusion of this provision were explained at length from the official benches in the course of the debate. The rapidity with which the denudation of forest areas in Chota Nagpur is proceeding has engaged the serious attention of Government for some years past. Not only does it constitute a serious menace to the timber-

supply of the province, but it is one of the contributory causes of the recurrent floods in Orissa, and, by the effect which it has been proved to have on the volume and distribution of the local rainfall, it tends to make the surrounding countryside less fertile. Various plans had been tried for dealing with this problem, but Government have now been forced to the conclusion that the only effective remedy lies in the acquisition of selected areas of forest and their scientific conservation and exploitation. As a first step in this policy this provision of Rs. 1 lakh had been made in the budget. But the Council would have none of it. It was said that such a policy was an encroachment on the " vested rights " of proprietors and tenants alike, and by the substantial majority of 55 votes to 33 the motion for reduction was carried. " Forests " is a reserved subject, but the Governor did not feel justified in restoring the provision by certification; though the action of the Council in setting their face against this important proposal can only be regarded by Government as extremely ill-advised.

The other motions for reduction were productive of some interesting debates and some fairly close divisions; the margin of votes by which the various motions were defeated being generally about eight or nine. A motion for the reduction of the Land Revenue demand by Rs. 100 was rejected by only two votes. The object of the mover in this case was to call attention to certain alleged defects in the general policy adopted by that particular department. This method of recording a " vote of censure " against the administration is well-recognized by constitutional usage, and was extensively used by members of Council during these budget debates. The Excise policy was again subjected to an attack of this nature, which was repelled by 42 votes to 35.

The demand for the salary of the Hon'ble Ministers evoked two lengthy and interesting discussions. One member moved that the total demand be reduced by Rs. 100 only. This again was a vote of censure. It was aimed, as the mover was careful to explain, not against the Ministry as a constituent part of Government, but against the present Ministers. His contention was that they did not enjoy the confidence of the majority of the Council and that they had violated the spirit of the constitution by consenting to be re-appointed before the Swarajists, who formed the largest party among the elected members of Council, had been given an opportunity of saying whether they would accept office or not. By 44 votes to 37 the Council dissociated itself from the views advanced by this member. The other motion was for the total omission of the demand for Ministers' salary. This was frankly

an attack on " dyarchy " itself, and aimed at the total abolition of the Ministry. Thirty-five members went into the lobby in support of this motion, and 53 against. The voting on these two motions may be taken as a fair index of the political views of the new Council and the strength of the extremist party. In this connection it is of interest to recall that the " official block " comprises 17 members (including the Ministers themselves), while there are 12 nominated non-officials.

One of the most important of these budget debates centred round a provision of Rs. 79,400 for the commencement of revisional settlement operations in Ranchi district. A similar demand had been submitted to the Council in 1923, but had been thrown out by a majority of one. During the four years that had elapsed since then, the necessity for revising the existing record-of-rights had grown more acute; and, in defending the demand now made, the Revenue Member emphasized its paramount importance and prophesied that, if it were again rejected, the district in question would be plunged in the vortex of acrimonious litigation within the course of a very few years. This appeal did not fall on deaf ears, and the motion for the omission of this item was eventually rejected by the unusually large majority of fourteen votes. Another occasion on which the Council gave welcome proof of its sense of responsibility was forthcoming in the debate on the police budget. The usual cut of Rs. 5 lakhs was moved, but, unpopular though the expenditure of this department may be, it soon became evident that members were not disposed to cripple the authorities in their task of maintaining law and order. So small, indeed, was the measure of support vouchsafed to this motion that it was not pressed to a division.

Supplementary demands.

Apart from the main budget itself, fifty-nine supplementary demands and three demands for excess grants were placed before the Council during the year under review, and all of them were duly voted. These figures include thirty-seven supplementary demands which were submitted to the old Council in the autumn session of 1926. In the new Council (unlike its predecessor) most of these demands were challenged and taken to a division, in nearly all of which Government secured comfortable majorities. To a great extent these debates appear to have been made the occasion for a display of obstructive tactics by the extremist party; but it is fair to record that the adoption of such tactics has been comparatively rare in this province. Advantage was taken of a supplementary demand at the very beginning of the session to raise the constitutional point

which was subsequently discussed again in connection with the votes on the Ministers' salaries; but the action of the Ministers in accepting office was vindicated on this occasion also.

Further Council questions.

Mention has been made of the noticeable drop in the number of questions asked by members of the outgoing Council. For this lack of curiosity their successors made full reparation. Original questions during the session numbered 315, and "supplementaries" 637. Doubtless many of these questions served a useful purpose in furnishing members with information that could be used in subsequent debates; but the collection of the required information throws a great deal of extra work on a very large number of persons, and sometimes one can only suppose that this fact is overlooked.

CHAPTER IV.

Local Self-Government.

GENERAL elections were held, during the latter part of the year, in almost all the municipalities and district boards of the province. Three years earlier a number of radical changes had been made in the constitution of these local bodies. All these changes tended towards the relaxation of official control and the growth of autonomy in local affairs. Great interest attaches to the use which has so far been made of these wider powers, and it was hinted in an earlier report that this interest was not unmixed with anxiety. The anxiety then felt has not been lessened by subsequent events.

The growth of autonomy in local bodies.

The Government resolution on the working of municipalities during 1926-27 makes melancholy reading. There are altogether 58 municipal boards in Bihar and Orissa, not counting four specially-constituted committees whose functions differ little from those of the ordinary municipality. There was a falling-off during the year both in the total number of meetings convened and in the attendance of commissioners at those meetings. In eight municipalities the average attendance was less than 50 per cent. High figures of meetings and attendance are not necessarily a sign of efficiency, as they may not infrequently be ascribed to the private feuds and personal animosities which are so prevalent in municipal administration. At the same time it does appear that there was a slackening of interest in their duties on the part of the commissioners towards the end of their term of office.

The working of municipalities.

The total income of municipalities from all sources during 1926-27 was Rs. 40,85,000, and the incidence of taxation per head of population was Rs. 2-2-0. These figures denote a very slight increase over those of the previous year; but no exact comparison is possible in view of the fact that earlier reports did not take into account the specially-constituted committees referred to in the last paragraph. In ten municipalities the incidence of taxation is still less than Re. 1 per head. In 26 others it varies between Re. 1 and

Their income.

Rs. 2, while in 20 it is more than Rs. 2 and less than Rs. 3-8-0. In Muzaffarpur it is as high as Rs. 4-8-0. These big fluctuations, which are commonly noticeable between municipalities of neighbouring districts and working under similar conditions, indicate that many of these bodies have still failed to make an adequate use of their powers to increase their income. Revision of assessment was carried out during the year in a few towns, and in several others the re-assessments made in the previous year now came into force. Complaints have been made that in certain cases these re-assessments were improperly conducted. Some of the revising committees were apparently inclined to pay more attention to individual representations than is compatible with the proper observance of the basic principle on which all assessments should be made. It is said that there are towns in which the taxes imposed on the poor and middle classes are relatively heavy, while the well-to-do escaped lightly.

Collection of municipal taxes.

The collection of dues is still extremely poor. It is laid down that in every municipality the total collection (including arrears) should not be less than 95 per cent. of the current demand; but no less than 32 municipalities failed to satisfy this requirement. In many cases warrants for the realization of overdue taxes are not issued in time, or, if issued, they are not enforced. In one of the biggest municipalities of the province there is a large sum overdue from a former vice-chairman. Some slight consolation may be derived from the fact that remissions were not sanctioned on quite so lavish a scale as in the two previous years. In 1924-25, the percentage of remissions had shot up from 3·5 to the abnormally high figure of 6·1. In the following year there was a decrease to 4·9, and this improvement was maintained during the year under review, when the percentage was further reduced to 3·7. The audit notes, however, disclose that there are still far too many cases in which remissions are granted without adequate reason; and it has been found that a commissioner will occasionally take advantage of his position to get his own taxes remitted. Two boards were in the happy position of having no arrears outstanding at the end of the year, and in four other municipalities the outstanding balance was only nominal. But the praise-worthy achievement of these few bodies only serves to throw into darker relief the heavy accumulation of arrears elsewhere. In the small municipality of Revelganj uncollected dues have increased during the last five years from Rs. 125 to Rs. 3,700. In Monghyr they have been allowed to pile up to the appalling figure of Rs. 83,000.

Difficulties inherent in the financial system.

Undoubtedly the problem of municipal finance is not an easy one. Under the Bihar and Orissa Municipal Act the more important taxes are levied at definite percentages on the value of the property assessed. They cannot be increased to conform with the actual requirements of the work of administration. This makes it all the more necessary that the municipalities should be scrupulous in recovering from the rate-payers all the dues to which the law entitles them. Any loss which is incurred by unequal assessments, poor collections and improper remissions can only be made good by reducing the municipal services or by contracting liabilities which are bound to be a source of grave embarrassment in the future.

Municipal expenditure.

The total expenditure of municipal bodies during the year under review was Rs. 35,46,000. There was an increase of Rs. 17,000 in the charges for collection and general administration. It is difficult to account for the large variations under this head in different municipalities. In 6 towns these charges represent more than 15 per cent. of the total expenditure; while in 7 others the same work was done for less than 5 per cent. Both of these extreme groups include some of the best and some of the worst municipalities in the province; and it is not possible to come to any other conclusion than that some at least of the offices are extravagantly staffed. There was a substantial increase in the expenditure on conservancy and sanitation, which is greatly to be welcomed. But it is disappointing to find that the actual staff employed for sanitation purposes was slightly reduced. Moreover, municipalities still fail to realise the value of employing trained personnel on this work. They express their inability to pay the salary fixed for inspectors trained at the Sanitary School. The expenditure on education during the year rose by Rs. 21,000, and all the municipalities (except Cuttack) spent more than the prescribed 5 per cent. of their ordinary income on this branch of their activities. Enthusiasm for the cause of education is commendable, but there is a tendency in some cases to divert to this end funds which are badly needed for carrying out the primary duties of administration. For instance, most municipal roads have to depend for their upkeep on such funds as may be left over when provision has been made for everything else. The condition of these roads is ordinarily deplorable, and the municipalities themselves are in the habit of attributing this fact to financial stringency. But the proper maintenance of communications should be one of the very first charges on the municipal purse.

The precarious financial position of some municipal bodies.

Every municipality is expected to retain in its hands an unspent balance equivalent to two months' fixed charges. This is another rule which was honoured more in the breach than in the observance. Indeed, 8 municipalities had no closing balance at all at the end of the year, while the balances of 6 others were insufficient to meet the liabilities which they had already contracted. The financial position of many municipal bodies is such as to give rise to the gravest concern. In no less than 15 cases the total liabilities were in excess of the total assets, even after allowance has been made for uncollected taxes. The progressive deterioration in the finances of the Muzaffarpur municipality is particularly startling. This body started the year 1921-22 with an opening balance of Rs. 1,60,983 and no debts. At the close of 1926-27, only six years later, this balance had been reduced to Rs. 11,985, against which there were unpaid bills amounting to Rs. 40,496. Scarcely less alarming is the position at Motihari. In July 1926, it was reported that the gross liabilities had exceeded the assets by Rs. 39,000, apart altogether from the mis-application of Government grants amounting to nearly Rs. 60,000. A further scrutiny of the liabilities of this municipality revealed the existence of unpaid bills amounting to Rs. 13,000, which had been overlooked in the previous report.

Financial irregularities.

Motihari is not the only municipality which indulged in the mis-application of Government grants. The same irregularity was detected in six other municipal bodies during the year under report, though the amounts involved were much smaller than in the case of Motihari. It does not seem to have been realised yet that such grants are intended to be spent, without unreasonable delay, on the objects for which they are given. Even when they are not actually mis-applied, they are commonly retained for years as a kind of permanent advance, and are used to cover temporary deficits due to short collections. The prevalence of this abuse is clear from the fact that, at the end of March 1927, unspent Government grants remained in the hands of municipalities to the extent of Rs. 7,50,000. In future, Government will impose stringent conditions requiring the refund of grants which are not utilised within a reasonable period. Other financial irregularities figured largely in the audit notes of municipal bodies. Embezzlement and defalcation are comparatively rare; but there are a great many careless mistakes, such as unreceipted or double payments and advances granted without proper authority. In most cases the

amounts involved are small, but the sum total of the items held under objection is large and represents a leakage of funds which is certainly avoidable. In Ranchi alone 46 items were reported for surcharge by the audit authorities, and the total sum of these items was Rs. 7,166.

Common defects in municipal administration.

The gravest defect in municipal administration is laxity of supervision. It appears to be nobody's business to see that the work is actually done. The commissioners expend their energies in fighting among themselves or in passing resolutions which never get carried out. In these circumstances it is inevitable that there should be a progressive decline in the efficiency of the municipal services. The condition of road surfaces goes from bad to worse. Even the main streets are not properly cleaned, while the narrow lanes and passages are more often than not in a deplorable state. The conservancy of private houses is neglected, and even less attention is paid to the public latrines. In many towns it is reported that the wells have become contaminated, the drains choked and the markets quite insanitary. The defective sanitation of municipal areas has become a serious menace to public health, and already various forms of intestinal disease are endemic in some of the larger towns, while in the others the vitality of the inhabitants must be subjected to a constant drain. Unfortunately advice offered by Government with a view to improve matters is usually ignored, and inspection notes of Public Health officers are left unread for long periods. Even when they are read, the recommendations contained in them are seldom carried out. Muzaffarpur, Motihari, Darbhanga, Monghyr, Ranchi, Cuttack and Revelganj are among the municipalities singled out for particular criticism in the resolution of Government for the year 1926-27. Patna City has improved its demand and its collections, but, although most of the main roads have been taken over by Government, the municipality still neglects those which remain under its charge, and the state of its drains is little short of a scandal.

The responsibility of rate-payers.

Rate-payers must share the blame for this all-round deterioration. It is they who elect the commissioners, and the activity of even a well-intentioned board is not infrequently hampered by their inertia. The hopes which were raised by the formation of rate-payers' associations in some of the larger towns have not been fulfilled. It would appear that higher taxation is a counter-irritant of such potency that the mere threat of it is sufficient to stifle discontent. So long as this is so, there is little hope of

improvement, and the prevailing incompetence must continue until the public realize that it is not getting proper value for its money.

Encouraging exceptions.

A few municipalities provided encouraging exceptions to the general rule. Among these were Gaya, Chapra, Samastipur, Purnea, Forbesganj, and Chaibassa. For the successful administration of these areas the credit is mainly due to energetic and public-spirited chairmen and vice-chairmen. It is noticeable that in most of the better-run municipalities the incidence of taxation is comparatively high, and the commissioners make the most of the resources at their disposal. During the year under review some important schemes of improvement have been drawn up in certain municipalities, and the progress of these schemes will be watched with interest.

The working of district boards.

There was no important change in the constitution of district boards during the year under review. Three-fourths of the members of these bodies are now elected, while it is further laid down that not more than two-thirds of the remaining seats shall be filled by officials. From this it follows that more than 80 per cent. of the representation on district boards is made up of non-officials, and the few official members still remaining are such as have special technical or administrative experience. During the last year of their term of office, most of the boards showed less inclination to indulge in political activities. As a consequence, the practical work of administration received more attention and was better done. Faction and personal animosities were also less noticeable. District boards in this province have never suffered as severely as municipalities from internal dissensions between their members, but such dissensions still persist in certain districts to the very great detriment of public business. The relations of most boards with the local officials underwent a change for the better, but there were still isolated instances in which friendly advice was uncompromisingly rejected, and a few boards refused on principle to be guided by the recommendations of the Civil Surgeon in professional matters of medical relief and sanitation. Happily, these were the exceptions rather than the rule. There was a slight decrease in the total number of meetings held by district boards during the year, and the attendance of members was not quite so high. But in every district, except two, the average attendance was more than 60 per cent. and it is evident that the members continued to take a keen interest in local affairs. Occasionally their keenness outran their discretion, and an example of unpractical idealism is furnished by the sadr local board at Puri, which adopted

a resolution that no excise shops should be located within its jurisdiction. It is not possible to record any improvement in the standard of office work. It would be unreasonable to expect from district boards the same degree of efficiency in this sphere as in Government offices, but one cannot help feeling that the chronic delays which are apt to take place in correspondence over comparatively trivial matters could somehow be avoided.

Their income;

The bulk of the income of district boards is derived from the local cess, which is supplemented by Government grants and by minor sources of revenue, such as pounds and ferries. The total income of all boards during 1926-27 was Rs. 1,66,49,983, which is about Rs. 19 lakhs in excess of the previous year's figure. The receipts from local cess were increased by Rs. 7 lakhs, partly owing to better collections but mainly on account of revaluation proceedings which took place in certain districts. Apart from this, the increase in total income was due almost entirely to larger Government grants. The aggregate sum of such grants was well over half a crore of rupees, and constituted nearly one-third of the whole income of the boards.

and expenditure.

The three main heads of expenditure in district board budgets are civil works, education, and medical relief. In 1926-27 the money spent on civil works was altogether Rs. 72·9 lakhs (or 46·44 per cent. of the total expenditure), compared with Rs. 69·3 lakhs (or 47·45 per cent.) in the previous year. It would thus appear that civil works absorbed a large proportion of the available resources; but it must be remembered that under this head are included sums spent on educational and medical buildings and on water supply. These items, in 1926-27, accounted for Rs. 15 lakhs. To the maintenance and improvement of communications Rs. 44 lakhs were devoted, of which the greater part was spent on repairs. The mileage of metalled, unmetalled and village roads maintained by district boards in 1926-27 was no less than 26,393 miles, and the task of keeping these roads from falling into disrepair is a vital part of district administration. Expenditure on education, apart from school buildings, reached a total of Rs. 40·2 lakhs (or 25·63 of the gross expenditure), compared with Rs. 36·6 lakhs (or 25·08 per cent.) in the previous year. If money spent on school buildings be included under this head, the total is increased by over Rs. 5 lakhs. The use to which these large sums of money were put will be examined in detail in the chapter devoted to the subject of education. This applies also to the activities of the district boards in connection with

medical relief, water supply, etc. Here we are concerned only with the parts played by these subjects in the sphere of district board finance. On medical relief, including sanitation, the amount expended was altogether Rs. 18 lakhs, compared with Rs. 17 lakhs in the previous year. This again does not include the money spent on dispensary buildings and the like, which amounted during 1926-27 to very nearly Rs. 5 lakhs. Including this amount, the percentage of the total expenditure devoted to medical purposes was 15·3, against 13·7 in the previous year.

Closing balances.

The year had opened with a total balance of Rs. 51,79,176 to the credit of district boards, and it closed with a balance of Rs. 61,34,543. Unnecessarily large balances have for some time been a feature of district board finance, and they suggest a doubt whether the boards find themselves able to cope adequately with the very considerable sums of money which are now at their command. It is said that these large balances are sometimes due to the receipt of Government grants too late for expenditure before the close of the year; and there is some foundation for this statement. But there are other, less unavoidable, causes—such as the failure to work to schedule and the non-payment of bills for works done during the year. At the end of the first year in the history of this province (1912-13), the closing balances of district boards aggregated about Rs. 13 lakhs. Since then, it is true, their income has increased very considerably, and larger liabilities may require the retention of larger balances; but there is no satisfactory explanation for an aggregate balance nearly five times greater than what was found sufficient then. While hurried and ill-considered expenditure is certainly to be deprecated, the needless accumulation of money achieves no useful object.

Audit.

It is now possible to form some estimate of the operation of the Local Fund Audit Act in the light of two years' experience. Certain minor modifications have been found desirable in order to promote the smooth working of this Act; but, generally speaking, it has yielded satisfactory results. The Accountant-General reports that the work of audit has been expedited and simplified by it. Although the sums covered by preliminary notices have been heavy, actual surcharges recovered up to date have not been considerable. The Act has undoubtedly brought home to local bodies, and in particular to their office-bearers, the necessity for exercising a closer supervision over their offices and over the general work of administration. As with the municipalities, audit has disclosed numerous

items of illegal or irregular expenditure on the part of district boards, and cases of mis-appropriation are not infrequent. It appears that finance committees of the boards do not audit their accounts effectively. This may be partly due to lack of knowledge how to set about it, and, to remedy this, a simple code of instructions has been prepared and circulated to all district boards.

Local boards and union committees.

The working of local boards and union committees still leaves much to be desired. The attendance of local board members is inclined to be poor, and the powers which have been delegated to these bodies by the district boards are not infrequently abused. The activities of union committees are mainly confined to the maintenance of village roads, the management of pounds and the improvement of village sanitation and water supply. The financial position of these committees is generally unsatisfactory, on account of their unwillingness to impose taxation, and the establishment charges averaged more than one-third of the total expenditure. The difficulty of inducing office-bearers to take a real interest in the affairs of their unions is somewhat discouraging; not less so is the complete apathy with which these institutions are regarded by the inhabitants of union areas.

Village Administration Act.

Many union committees have now been converted into union boards constituted under the Bihar and Orissa Village Administration Act. The number of such boards is now 149, and in some of the areas concerned panchayats with judicial powers have also been created. There are 120 panchayats of this description. These union boards are intended to enable the rural population to control their own purely local affairs through an agency elected by themselves. They have been beset by many initial difficulties, and Government have been compelled to defer any large extension of the Act until further experience has been gained of the working of existing union boards and the possibility of exercising closer supervision over them. In order to profit by the experience gained in Bengal, and with a view to the experimental adoption of the system of circle officers obtaining in that province, two sub-deputy collectors have since been sent to Bengal for special training in the supervision of union boards.

CHAPTER V.

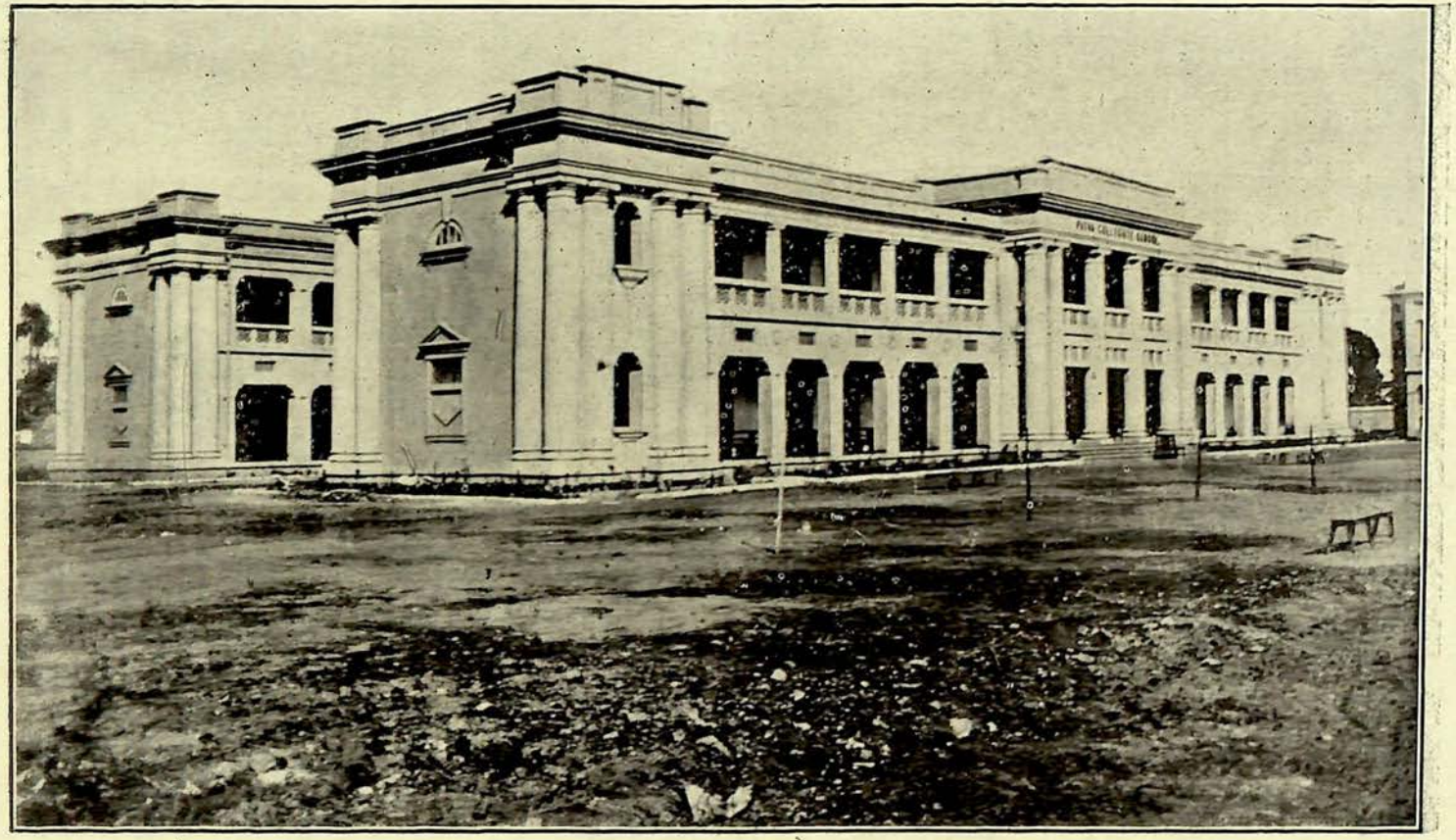
Education.

The problem of education.

NEXT to the maintenance of the peace and the administration of justice, the biggest and most difficult social problem with which Government has to deal is that of education. Intelligent public opinion is fully alive to the vital importance of this problem, and the debates in the Legislative Council have always been distinguished by the remarkable interest which is evinced by all members in educational matters. Indeed, no real progress in any sphere can be achieved without the help of education. Political progress, for instance, depends very largely on the conduct of the electorate. But an illiterate and widely scattered electorate, incapable for the most part of reading the newspapers and cut off from any knowledge (except such distorted facts as it may glean through the medium of bazar rumours and interested propagandists) of what is going on in the Legislative Council and in the political world generally, is a serious obstacle to constitutional advance. Politics apart, many of the daily hardships of the lower classes may be directly ascribed to illiteracy. The cultivator has long been at the mercy of almost every literate man with whom he comes in contact. He is under the delusion that subordinate officials must be bribed to perform the most elementary duties. The practice of granting incorrect rent receipts, the forgery of hand-notes and deeds of transfer, the insertion of false entries in legal documents, together with all the fraud and chicanery practised in and about the courts of justice—these are only rendered possible by the ignorance and credulity of the Indian peasant. The insanitary conditions under which he commonly lives may be partly due to poverty, but the spread of education would go far to better those conditions and would thus be of incalculable economic value.

Educational progress in Bihar and Orissa.

The year 1926-27 marks the close of the third quinquennium in the history of Bihar and Orissa. At the end of each period of five years it is the practice of Government to issue a quinquennial review on the progress of education in place of the usual annual report. By a curious coincidence the end of the first lustrum coincided with the high water



Patna University: The Collegiate School.

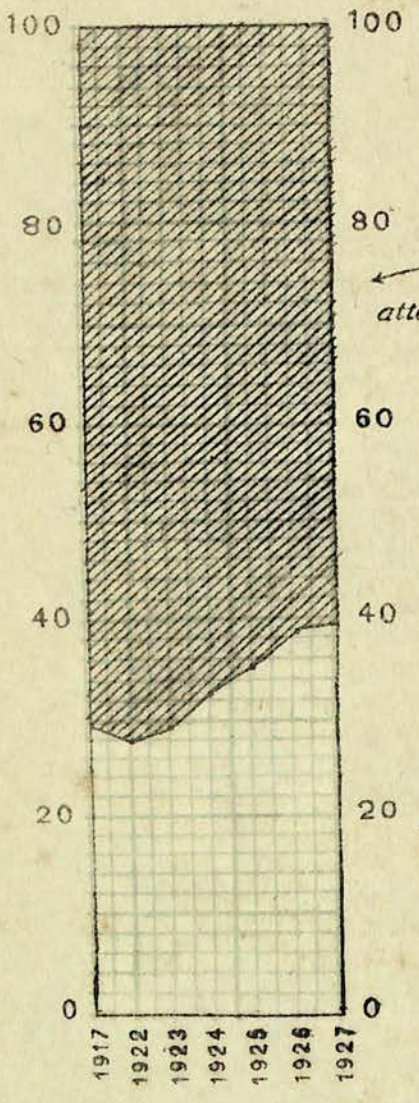


Diagram showing the percentage of Scholars among boys of School-going age.

mark in educational progress for pre-Reform days. During the next five years there was a distinct set-back, in which economic and political factors both played a part. The tide turned once more at the end of the second quinquennium, and the last five years have been a period of uninterrupted progress and expansion. In March 1917 the total number of pupils (boys and girls) under instruction in the province was 845,025. In March 1922 this number had fallen to 810,382. In March 1927 it stood at 1,108,494, which is easily the highest figure recorded in the history of the province. The following table shows the percentage of scholars to the population in each of these three years, separate figures being given for boys and girls. It is well to remember, however, that these figures do not take into account the increase in population since the last census was made in 1921.

	1917.	1922.	1927.
Male scholars	4.35	4.19	5.90
Female scholars	0.63	0.62	0.69
TOTAL ...	2.45	2.38	3.26

The diagram opposite illustrates one aspect of the progress now being made and of the task that still lies ahead. 39.1 per cent. of the Indian boys of school-going age are now attending school; and, when it is borne in mind that only five years ago the corresponding figure was 27.8 per cent., it will not be denied that this represents a substantial achievement. The fact is that Bihar and Orissa, which for some years after its formation as a separate province had a somewhat invidious reputation for backwardness in educational matters, has been working hard—and with no small measure of success—to make up leeway.

Growth of expenditure on education.

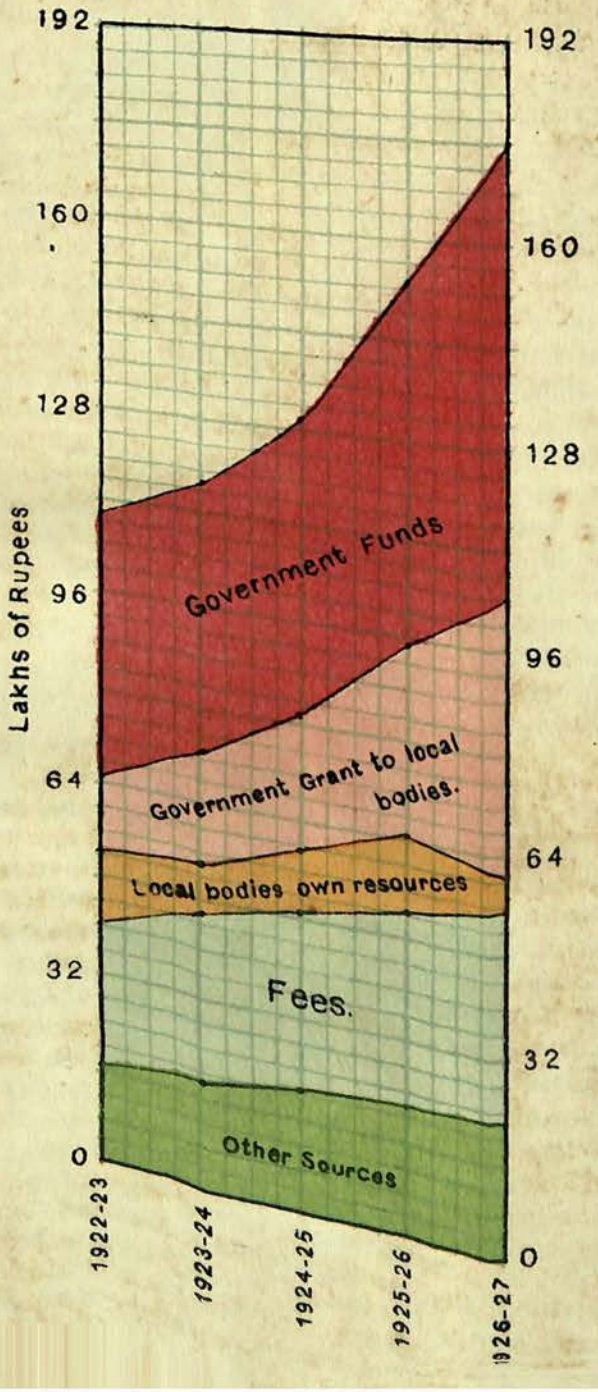
In the year under review the Education Department became for the first time the largest spending department in the province, whether on the transferred or on the reserved side. It is interesting to observe the growth of expenditure under this head during the last five years. The diagram facing the next page shows the total sums of money expended on all branches of education during this period, and the different sources from which

the money was found. Both " direct " and " indirect " expenditure are included in the diagram. Under the latter head are classed disbursements on educational buildings, furniture, scholarships, hostel charges and contingencies, together with charges for direction and inspection. In 1926-27 these items accounted for a total of Rs. 51 lakhs. Direct expenditure includes all other disbursements, and it is to the progress of this expenditure that one must look more particularly in order to see what advance is being made in the dissemination of knowledge among the people. In 1916-17 the sum total of direct expenditure on education in the province was Rs. 58,65,006. In 1921-22, this amount had increased to Rs. 81,84,913. During the year under review the corresponding figure was no less than Rs. 1,14,75,012—or almost exactly double the amount spent ten years ago. In this province the average expenditure incurred during 1926-27 over each scholar—from the college student to the youngest member of the infant class in the village primary school—worked out at Rs. 16-10-2. This is a good deal more than it was five years ago, but it is still less than any other province in India spends. All-India figures for the last two years are not available, but in 1924-25 the average annual cost per scholar for all the provinces was Rs. 21-4-10, and several of the wealthier provinces spent more than twice as much over each pupil as Bihar and Orissa did.

A heavy drain on provincial revenues.

Several interesting considerations emerge from a study of the foregoing diagram. It will be seen, for instance, that in each year more than half of the total expenditure on education has formed a net charge on the provincial revenues. The gross disbursements from Government funds are in fact considerably heavier than is shown in the diagram, but, after making allowance for all recoveries in the nature of fees and other items, the net burden on the provincial exchequer is indicated by the portions shaded in red and pink. For 1926-27 these portions represent very nearly two-thirds of the whole. This cannot be regarded as a satisfactory state of affairs. It is not to be expected that Government will be content to play the milch cow for ever; and, even if they were content, they are not in a position to do so. Their resources are very far from being unlimited, and it has already been explained that the brief years of comparative plenty are at an end. In the budget for 1927-28 it was not found possible to include any new grants to local bodies for the expansion of education, or to repeat the large non-recurring grants which have featured so prominently in the budgets of recent years.

Diagram showing the total expenditure on educ-
-ation in the province and the different Sources
dnring the last five years.



Financial problem of the future.

The whole problem of the future of education is largely one of finance. One obvious solution would be to impose a special education cess. Provision for such a cess does in fact already exist, in the Primary Education Act, for areas where education is compulsory; but so far no local body has had the courage to take advantage of it. And there is no doubt that any attempt to make this cess of universal application would meet with strong opposition. Another partial solution might be found in increasing the fees payable by scholars. The diagram shows what a comparatively small amount is realised from this source at present—that is to say, the small extent to which education in this province may be regarded as "self-supporting", and the very large extent to which it is dispensed free. But enquiries have shown that some boys are already kept away from school owing to the inability of their parents to pay even the very small fees which are now charged. There are of course many parents who could pay but do not appreciate the advantages of education. They will send their children to school only if they are compelled to do so; and compulsion can scarcely be applied so long as fees are charged. But the financial difficulties of making primary education both compulsory and free throughout the province within any measurable distance of time are insuperable. A few tentative experiment in this direction have indeed been tried, and, although progress is slow, the results obtained are not without value.

Compulsory primary education.

The Ranchi municipality was the first local body to take advantage of the provisions of Bihar and Orissa Primary Education Act. Compulsory education was introduced in this area in January 1921. Three rural areas have recently followed suit—namely, the Banki union in Cuttack and the Gopalganj and Maharajganj unions in Saran. Since the close of the year the Jamhor union in Gaya has also adopted the system of compulsion, while similar schemes are under consideration for the municipal areas of Chapra, Muzaffarpur and Dhanbad. In Ranchi, thanks to close co-operation between the municipality, the Deputy Commissioner and the inspecting staff of the Education Department, compulsion is now reasonably effective. It has been calculated that, out of 2,200 boys between the ages of six and ten, 2,139 are entered on the school rolls, and the percentage of attendance is 78. For some time it was found that cases of non-compliance with the law, which had to be referred to the courts, took a very long time (sometimes over a year) to settle; and the purpose of the Act was thus largely frustrated. But arrangements have now been made to meet this

difficulty, and 623 cases out of 635 which were referred to the courts during 1926-27 were disposed of expeditiously. Experience has shown that the cost of the whole scheme in Ranchi was underestimated, particularly in regard to the school accommodation which would have to be provided.

Free education.

Free education, without compulsion, is now given in Saran district, in the municipalities of Daltonganj and Samastipur, and in certain rural areas of Manbhum, Ranchi and Gaya. In Saran the experiment was rather lightly undertaken and has led to financial difficulties—partly because it has added to the cost of the schools (for the teachers have to be compensated), and partly because, as no fees are charged, every village asks for a school and complains that it is being unfairly treated if it does not get one. In Samastipur the introduction of free education has been followed by a fall in the number of pupils at school! The concessions allowed in the Gaya and Ranchi districts will, it is hoped, lead to the spread of education in areas now very backward, but it seems doubtful whether there was any real justification for the grant of a similar concession in the more advanced district of Manbhum.

Uneven distribution of educational advance.

Concentration on primary education is a popular cry to-day, and with good reason. Criticism has often been directed in the past against the ill-balanced nature of the educational structure in this country. Compared with any western nation, the fraction of persons in India who can read and write is practically negligible, and yet the proportion of Indian youths who are undergoing instruction in the secondary and higher stages of education will stand very favourable comparison with the figures for Great Britain. This uneven distribution of educational advance is largely due to the insistent demand from a limited class for education which will fit them for the continuance, under present conditions, of their hereditary careers in the administrative body of India. It has resulted in the evolution of a large *intelligentsia*, which more often than not can find no suitable employment after emerging from school or college. This is due in part to the barriers of religion and caste, which deter many Indians of the higher castes from becoming (for instance) doctors or veterinary surgeons. Partly also it is due to the comparative lack in the past of professional and technical instruction, which in its turn may be ascribed in some degree to the absence of any effective demand for it. Yet another cause is to be found in the shyness of Indian capital which, with a timidity born of ignorance, has in the past contributed but little towards industrial

development. There are signs that all these adverse influences are gradually weakening, but the process is a slow one, and it must be many years before an adequate outlet can be found for the enlarged ambitions of the great number of youths who are passing through our Indian universities.

Progress of primary education.

In this province at least it may be claimed that some real attempt has been made during the last quinquennium to make the educational structure a little less top-heavy. By far the largest part of the new funds which have been set free during this period for educational purposes has been devoted to primary schools. Their number has increased from 24,596 to 30,247, and that of their pupils from 688,188 to 941,675. In other words there are now about 37 per cent. more children attending the primary schools of the province than there were five short years ago. During 1926-27 the rate of progress was less rapid than in the preceding years. This, however, was due mainly, if not entirely, to a fall in the number of unaided schools. In the past there has been a tendency for such schools to spring up in a more or less haphazard fashion in places where they are not really wanted. They live in hope that they will eventually obtain recognition and financial assistance, and too often these have been accorded without sufficient discrimination. There is no doubt that the unaided school frequently represents a waste of material, and the falling-off in their number is a development not altogether to be regretted. In fact, improvement in the quality of primary education is now more necessary than numerical expansion, even with the aided and managed schools. In particular it is of the utmost importance that the system of training teachers should be placed on a sounder basis. This question has been receiving the serious consideration of Government, and a scheme has been drawn up at an estimated additional cost of Rs. 3.75 lakhs recurring, which if introduced will result in an adequate output of properly qualified teachers who have received a two years' course of training, although it will at the same time bring about a reduction in the number of elementary training schools from 116 to 64.

Wastage.

Another difficult problem connected with primary education in India arises out of fact that an enormous number of the children attending school never get beyond the infant class, and so do not learn even to read and write. More than 60 per cent. of the total number of boys and girls at primary schools during 1926-27 were in class I. And out of 233,374 children who were withdrawn

from school during the course of the year, no less than 130,059 had not progressed beyond this class. It should be the exception, rather than the rule, for a child to remain for two years in this class, but the actual facts may be gathered from the following statistics, which show the position in the Chota Nagpur division at the end of December last :—

Boys who had been in the class for more than two years	30,871
Boys who had been in the class for more than one year but not more than two years	24,418
Boys who had been in the class for one year or less	36,111
Total ...	91,400

One trouble is that parents are in the habit of getting their children admitted to school, not at the beginning of the school year, but on any date convenient to themselves. The result is that the infant classes always contain boys at several different stages of progress. This matter has been engaging the serious attention of the educational authorities in recent years.

New programmes for expansion of primary education.

A detailed account was given last year of the revised programmes drawn up for the expansion of primary education. The orders which were passed on these programmes by Government in March 1926 have been the subject of a good deal of criticism. Some critics go so far as to say that Government should simply hand over to the local bodies as much money as can be spared and should leave them free to spend it as they think best. More reasonable is the contention that the physical and social conditions of different parts of the province vary so widely that a large measure of elasticity is required in the application of the programmes. Government have recently intimated their willingness to consider variations for any individual district, provided that the total cost is not affected. Despite minor imperfections, which could hardly be avoided, it is already apparent that the framing of these new programmes has done some good. The district boards are beginning to work on a rational system in deciding the location of new schools, instead of scattering stipends indiscriminately as applications for them are received. The pay of teachers also has been slightly improved, though it cannot be said that their remuneration is anything like adequate yet.

Primary school buildings.

During the last two years Government have made substantial grants towards the erection of buildings for primary schools. Very many of these schools are still held on the verandahs of private houses, where the pupils are exposed to rain, dust and disturbance. A cheap but durable type of building has now been devised, costing about Rs. 1,500 including the charges for erection. In 1925-26 Government offered to bear the full cost of constructing ten such buildings, by way of experiment, on behalf of each district board, and this offer was accepted by all the boards except one. In 1926-27 a considerably larger number of these buildings were erected, and the boards were only required to meet one-sixth of the expense.

A disquieting development.

Before leaving the sphere of primary education, it is necessary to draw attention to a disquieting feature which has made its appearance in recent years. This is the steadily increasing demand for a multiplication of institutions on a communal basis. During the last quinquennium the number of *maktabs* has increased from 1,686 to 2,629, and of Sanskrit *pathshalas* from 319 to 761. These are both types of schools in which the ordinary primary course is taught—with certain additions. The justification urged for the *maktab* is that the Muhammadan community desires its own script and religious instruction; while on behalf of the Sanskrit *pathshalas* it is contended that religious instruction suitable for Hindu boys cannot properly be given without a smattering of Sanskrit. Consequently a stage is now being reached when each village wants a primary school, a *maktab* and a Sanskrit *pathshala*. In addition it is claimed that, even at the lower primary stage, separate classes are necessary for girls, and not infrequently for children of the depressed classes also. It is altogether outside the range of practical politics that the poorest province in India should be expected to provide five primary schools for one village. One would like to picture the village school as the centre of the life of the village—the place where the village library would be kept, and where lectures and demonstrations could be given by touring officers of the different departments. This ideal will never be reached if the present policy of separatism is pursued.

Secondary education.

The demand for secondary education continues unabated, and great strides forward have been recorded in the last five years. The total number of secondary schools of all classes for boys and girls has increased during this period from 567 to 730. The increase in the number

of pupils has been still more remarkable—namely, from 59,003 to 101,793. In this sphere the progress made during 1926-27 will stand favourable comparison with that of any other year in the quinquennium. Fifty-one new secondary schools for Indian boys alone were opened during the year. Of these as many as thirty-seven were of the middle English class, while the number of middle vernacular schools increased by nine only. Until recently the latter institutions were the only type of middle schools on which local bodies could spend money, with the result that they multiplied much more quickly than the schools in which English is taught. But in the year 1924-25 Government decided to permit local bodies to take over the control of the middle English schools on certain definite conditions, the most important of which were designed to ensure that the interests of primary and vernacular teaching should not be sacrificed to the teaching of English. Thirteen out of the twenty district boards of the province and three of the fifty-seven municipalities have availed themselves of this option. As a measure of decentralisation the change is undoubtedly desirable, but it is open to doubt how far the local bodies, especially the municipalities, can afford to finance the institutions for which they have assumed responsibility, even with the help of the grants made over to them for this purpose. Some local bodies have gone in for a wholesale conversion of vernacular schools into English schools. This may be in the interests of the cleverer children and those of better class parents, but whether it is in the interests of the country as a whole is more doubtful. Middle vernacular schools are often very efficient, and it is from them that the best teachers are obtained for primary schools. The efficiency of many middle English schools, on the other hand, leaves much to be desired.

Vernacular instruction.

It is a little difficult to reconcile the persistent preference shown for these English schools with the agitation for a more extended use of the vernacular as a medium of instruction; and one cannot help wondering sometimes whether the protagonists of the vernacular really voice the feelings of the people for whom they profess to speak. In any case they cannot fairly charge Government with lack of sympathy towards the object they have in view. It will be remembered that the education committee of 1923 recommended the use of the vernacular in the four top classes of high schools. This led to a modification in the university regulations to the effect that at the Matriculation Examination, in subjects other than English and Mathematics, the medium of examination after the year 1928 may ordinarily be the vernacular offered by the candidate

for composition. At the same time Government decided that, in eleven Government high schools and three other schools, where the four highest classes are duplicated, one section should be taught through the medium of English and the other through the medium of the vernacular spoken by the largest number of the pupils. Privately managed schools were encouraged to follow suit in this matter, if they could do so without prejudice to the interests of minorities and if they could find the necessary funds themselves. Experiments were also initiated to find out how far one teacher could teach successfully through the medium of two vernaculars at the same time. These various innovations have been in force since the 1st January 1925; but it is still too early to form any reliable opinion about their success or otherwise, as the first examination under the new rules will not be held until the year 1929.

Scarcity of trained teachers in English.

The difficulty of obtaining a sufficient number of trained teachers in English still continues, but the position in this respect has been somewhat improved by the opening of the Cuttack Training College. How much still remains to be done may be gathered from the fact that, of the 668 graduate teachers employed in high schools, only 178 are trained. The great majority of these are serving in Government schools, and the advantages which are to be derived from instruction at the hands of a trained teacher are strikingly illustrated in the matriculation lists for 1925-26. The number of pupils in non-Government high schools is more than three times as great as that in the schools managed by Government; but 35 students from the latter schools matriculated in the first division, compared with 34 students from the aided and unaided institutions.

Vocational training.

Some account is given in Chapter X of the special institutions in which technical and industrial education is provided; but the teaching of vocational subjects in ordinary schools may be mentioned briefly here. A committee was appointed in 1922 to formulate proposals for vocational education, and the orders passed by Government on its recommendations were summarised in "Bihar and Orissa in 1924-25". Those orders related mainly to secondary schools, seeing that in primary schools it is obviously unreasonable to expect more than the most elementary instruction in non-literary subjects. As regards high schools, the committee emphasized the importance of manual training and science with the result that manual training is now taught in eleven such schools, and elementary physics and

chemistry in fourteen. In addition to these subjects, botany finds a place in the curriculum of one high school, and commerce in that of three others. Six high schools contain classes for instruction in office work, while drawing up to the school leaving certificate standard is taught in fourteen. It should be added that drawing is a compulsory subject for all pupils up to class IX, and during the last five years the number of well-qualified drawing masters employed in Government high schools has been raised from 11 to 17. For middle schools the committee pointed out that the vocational subjects taught should have a definite economic object, and accordingly arrangements have recently been made, or are now in hand, to start as an experiment five classes in agriculture, five in carpentry, two in weaving and seven in tailoring. In consequence of a resolution passed by the Legislative Council, orders were passed in 1924 by which spinning was made a compulsory subject for all school-girls over ten years of age and, on condition that the cotton was supplied by parents or persons in the locality, an optional subject for boys over ten in all primary schools. Many district boards hastened to take full advantage of this concession, and in some quarters there was a tendency to abuse it for political purposes. But by this time enthusiasm has very largely abated, and comparatively little use is made of the option extended to boys. In the district of Shahabad, however, where the board was careful not to start on too large a scale, systematic progress is being made and more than 600,000 yards of yarn are said to have been spun during the year under review.

Physical education.

Physical training has been taught in all recognised schools for many years, but an important step was taken during 1926-27 towards the improvement of the general standard of this training by the appointment of two inspectors of physical education. Arrangements had been made in 1922 with the Y. M. C. A. for obtaining the services of a part-time director, but unfortunately this association closed down their work at Patna during the year 1924-25. Two young men were therefore sent to the Y. M. C. A. school at Madras for a course of instruction, from which they have since returned. One of them is in charge of the Patna and Tirhut divisions, while the other supervises physical training in the rest of the province. They devote most of their time to Government high schools and secondary training schools, but arrangements are being made for them to hold courses for the drill-masters of other schools also. Hygiene is a compulsory subject in middle and primary schools, excepting the two lowest classes, and the regulations of the Patna University

require that every regular candidate for the matriculation examination must produce a certificate that he has attended a course of at least ten lectures in that subject delivered by a qualified medical man. Grants for the provision of instruction in first aid are given to various Government high schools and secondary training schools, but the results in this sphere are, generally speaking, disappointing.

Boy scouts.

The boy scout movement has made rapid progress in this province. A provincial association was formed in Patna in June 1921, when there were altogether six troops with 221 scouts. The approximate figures to-day are 300 troops with 9,000 scouts, in addition to 700 packs of cubs. A new building for the headquarters of the association is under construction at Patna. The movement is commonly reported to be doing very good work, though the necessity of stricter supervision is emphasised in certain quarters. In the year 1924 an annual grant of Rs. 5,000 to the association was sanctioned by Government, and this amount has since been raised to Rs. 10,000. Substantial help has also been given towards the cost of the new headquarters building. There are ten companies of girl guides in the province, with a total strength (including officers) of about 600.

Collegiate education.

The number of colleges admitted to the university in arts and science rose during 1926-27 from 10 to 11, owing to the institution of I. A. classes at the Ranchi Zila School. There were altogether 3,474 students on the college rolls at the end of the year, compared with 3,219 at its beginning. Opinion is still divided on the general question whether intermediate classes should be allowed in connection with high schools. At the end of the year there were five institutions combining school and college classes. Of these the New College has since been split up and its college classes have reverted to Patna College. The other four are the Ranchi Zila School, the Nalanda College at Bihar Sharif, the Diamond Jubilee College at Monghyr (which opened school classes in January 1927) and the Ravenshaw Girls' School. In two of these institutions the only school classes maintained are the four highest, and the college classes are designed to supply purely local needs. The main object with which I. A. classes have been opened at Ranchi is to discover whether this would lead to the development of the institution into a "really good school."

The opening of the new Science College at Patna took place after the end of the year under review, but preparations for this

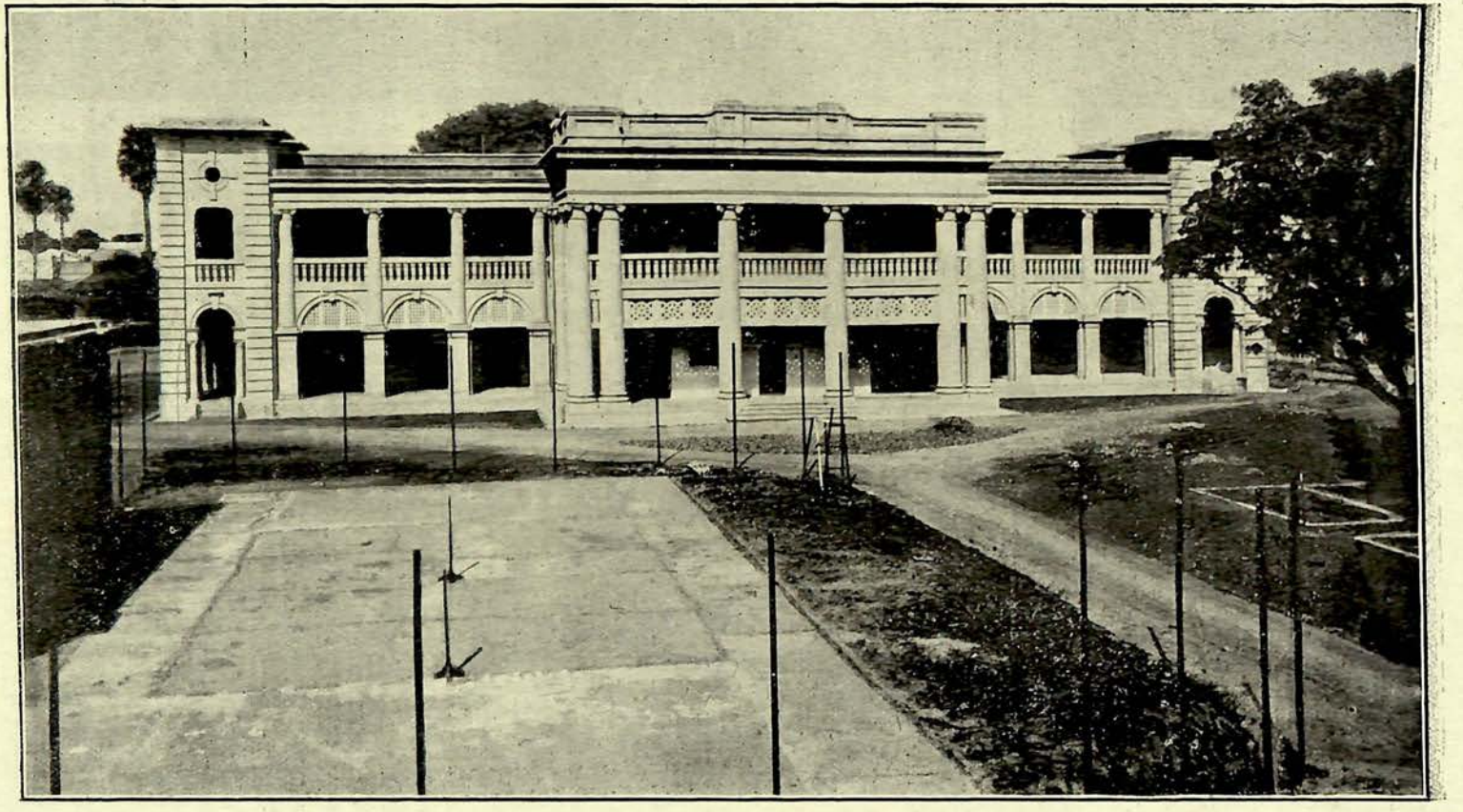
important event were already far advanced. Hitherto both arts and science have been taught at Patna College, but in future this college will be reserved for the study of arts alone.

The University.

Rapid progress was made during the year in the construction of the new buildings for the university and its affiliated colleges at Patna. Many of these have now been completed, while those remaining are well in hand. No final decision has yet been reached regarding the constitution of the university. As designed, it was to be a combined teaching and federal university for post-graduate and certain other students. But there are serious obstacles in the way of constituting a university of this type, having both internal and external colleges; and hitherto it has remained an examining body, federal in character. The question has formed the subject of discussions in the Legislative Council, and was referred by the Senate to a special committee which, while concluding that a complete unitary system of administration and teaching was impracticable for the colleges at Bankipur and that the college must remain the unit for administrative purposes, recommended that the university should have control over the teaching staff of the Government colleges at that centre. This proposal, which was accepted by the Senate, has recently received the careful consideration of Government, but it would appear to entail the disadvantages inseparable from a university which has both internal and external sides and to introduce certain new difficulties by no means easy to overcome. The matter, however, is still under examination. The finances of the university, which were causing some anxiety five years ago, are now in a satisfactory condition. Late in the year 1926 the Advisory Committee for students proceeding abroad for purposes of study was reconstituted under the designation of the Students' Information Bureau, and its control and management were transferred to the university. Twenty-eight students applied to this bureau for information in the course of the year.

Female education.

The forces which militate against the advance of female education have lost none of their strength. Of all these forces the most powerful is the lack of desire on the part of the great majority of the men of Bihar and Orissa to get their wives and daughters educated. They regard such a proposition either with indifference or with active dislike. The difficulties presented by the *parda* system and the prevalence of early marriages, great as they undoubtedly are, are of secondary importance. The actual work of education is of course hampered



Patna University: The Training College.

greatly by the scarcity of women teachers, the inadequacy of the inspecting staff, and the great expense of special schools for girls. The following table shows the annual cost of a girl's education, compared with that of a boy, in the four different classes of schools :—

	Girls.	Boys.
High school	100.9	46.5
Middle English school	52.8	22.2
Middle vernacular school	25.2	15.8
Primary school	6.8	5.8

The inspecting staff of girls' schools was re-organized during 1926-27. A deputy directress was appointed to take charge of all cases relating to the education of women and girls. At the same time the two posts of inspectresses were abolished, and the number of assistant inspectresses was raised from five to nine. A special scale of pay was sanctioned within the Vernacular Teachers' Service for trained women matriculates.

On the 31st March 1927 there were altogether 118,298 Indian girls at school. The corresponding figure twelve months earlier was 119,391. The number of Indian girls of school-going age in the province is slightly greater than the number of Indian boys, but, among the children who are actually attending school, there are nine boys to every one girl. The intermediate classes at the Ravenshaw girls' school provide the only opportunity of college education for girls in this province, and the total number of students in these classes last year was seven. There are four high schools for girls, and the number of pupils attending them rose during the year from 743 to 814. An appreciable increase in the number of Bihari girls reading in Bankipur high school is one of the few satisfactory features to be recorded in this sphere of education.

Separate primary schools for girls.

Orders were issued in 1925-26 that in future separate primary schools for girls should not be opened except under female teachers. These orders have been adversely criticised as being certain to retard the spread of female education. It is urged

that certain classes of parents object to their girls being taught side by side with boys, even though they are willing that they should be taught by a man, if necessary. The force of this contention is not yet established, but the matter is being reconsidered and it is proposed that local bodies should be free to exercise a certain discretion in dealing with this problem. Meanwhile, it is of interest to see what effect the recent orders had on the attendance of girls at primary schools during 1926-27. The number of such schools for girls alone decreased from 2,959 to 2,783. But the disappearance of these 176 primary schools entailed the loss of only 1,725 pupils; and this loss was more than balanced by an increase of 2,430 in the number of girls reading in boys' primary schools.

Controlling agencies.

While the cost of direction and inspection has necessarily increased to some extent during the last quinquennium, it has not kept pace with the increase in the total expenditure from public funds. In 1921-22 these charges formed 11.8 per cent. of the total expenditure on education : in 1926-27 the percentage was only 7.7. Mention has already been made of the reorganization of the inspecting staff for girls' schools and the appointment of two inspectors of physical education. The only other material change made in the controlling staff during this period has been the appointment of deputy inspectors in the outlying subdivisions of all but the smallest districts. This process has been going on for some years and is now practically complete. The appointment of these deputy inspectors has given much relief to the district inspectors and has provided many local boards with their own educational advisers. Wherever a new deputy inspector is appointed, the number of sub-inspectors is reduced by one. Complaints are still being received from nearly every district that more sub-inspectors are needed. Last year's report contained an account of the substantial delegations of power made to district inspectors and the managing committees of Government high schools. In spite of the decentralisation thus effected, the work of divisional inspectors continues to grow heavier and heavier. Among new items they now have to grapple with heavy correspondence about the provident fund for teachers in aided schools, and to devote a good deal of time to the work of school medical officers and inspectors of physical education. When out on tour, so much of their time is taken up by office work that comparatively little is left for inspection proper.

An examination was instituted last year with the object of testing the fitness of officers for higher posts in the department.

Most officers in the upper division of the subordinate educational service and in the provincial service, as well as certain ministerial officers, are required to sit for this examination, and are deemed to be on probation until they have passed it. Two failures render an officer liable to reversion.

Local bodies and education.

The reconstitution of local bodies which took place five years ago, and the grant to them of larger powers in educational matters, have naturally given rise to a new series of problems. Some friction has inevitably occurred with the education staff of Government, and there have been not a few instances in which the conduct of local bodies cannot be reconciled with due regard for the best interests of education. Many such instances relate to the intrusion of politics and party propaganda, but no useful purpose will be served by raking up these controversial embers, which are happily fast dying. Other cases, however, have been reported in which school teachers have been unfairly victimised, and arbitrary interference with school managing committees is not unknown. Disquieting irregularities have taken place in connection with the distribution of money for primary school buildings, and considerable confusion is sometimes caused by the tendency of district board members to usurp executive functions. Many boards seem to experience great difficulty in spending the educational funds at their disposal. At the end of 1926-27 the deficit expenditure on education in the district of Hazaribagh amounted to Rs. 1,88,000; in Shahabad it amounted to Rs. 1,32,000, in Purnea to Rs. 1,02,000, and in Gaya and Palamau to Rs. 93,000. It would be a mistake, however, to infer that the administration of educational affairs by local bodies has been systematically perverse or incompetent. Many of the new boards were formed at a time when certain political views were very much in the ascendant, and most of the chairmen and vice-chairmen were persons who had had no executive experience. There are already welcome signs of improvement. In many districts, too, a wise use has been made of the more liberal funds which Government have been able to place at the disposal of the boards, and the non-official chairmen appear to be more interested in education than some of the old official chairmen used to be.

CHAPTER VI.

Public health and medical relief.

Public health organizations.

THREE separate organizations are maintained by Government to safeguard the health of the province and to combat disease. The Medical Department is mainly concerned with the actual relief of sickness, and the Public Health Department with its prevention, while the Engineering Branch of the latter department devotes its time to important schemes of water-supply and drainage. In addition to these various Government agencies, some district boards and municipalities have their own public health organizations, and it is the local bodies who are chiefly responsible for medical work in the mufassal.

A new department of public health.

Until 1926 the Public Health Department was greatly handicapped by the fact that nearly all its officers were recruited on a temporary basis. The Director, his three Assistant Directors and the vaccination staff were permanent officers, and two permanent members of the provincial medical service were attached to the department. But all the school medical officers, epidemic doctors, etc., were temporary. Difficulty was constantly felt in retaining the services of experienced officers under these conditions, and frequent changes of personnel led to the dislocation of work and to a low standard of efficiency. In order to overcome these difficulties a new, permanent public health cadre was sanctioned by Government in 1926, consisting of 27 officers. Most of these new posts were filled by persons of the Assistant Surgeon status, with three Assistant Directors of Public Health, one of whom is an Indian Medical Service officer. There is an epidemic reserve of ten officers, who are all constantly employed from March to October in fighting outbreaks of disease, wherever they may occur. During the non-epidemic months there is plenty of investigation work on which they can usefully be employed at headquarters; but in actual practice it is found that, even during the more healthy months of the year, most of them are kept busy with their epidemic duties. The duties of the Assistant Directors of Public Health include the supervision of vaccination during the cold weather months, the

The College Hostel.

inspection of all municipalities, the supervision of arrangements made at the more important *melas*, inspection of the work of district board public health organizations, and the direction of the staff of epidemic doctors in epidemic relief work. Ten other officers are responsible for going round the province and inspecting schools. In the course of these tours they deliver lectures on sanitation, elementary anatomy and other similar subjects; they carry out medical examinations of the scholars; and they inspect the school diet, which is often found to be insufficient and unsuitable. The prevalence of defective vision among school-boys and the need for wearing spectacles on a larger scale is one of the points of general importance that have been brought to light by these officers.

Health propaganda.

A special bureau is maintained in the Public Health Department for propaganda work. This is carried out in various ways—by the medium of articles and notes in the public press, by lectures and addresses at public meetings, and by the wide dissemination of leaflets in the vernacular. Magic lanterns are found to be most useful in stimulating the interest of the villagers and enhancing the educative value of lectures. At the request of the Inspector General of Police a series of addresses was delivered during 1926 to officers and men of the police department undergoing training, with a view to create a real interest in matters relating to public health and sanitation amongst members of the police force. Fresh evidence of the need for public health propagnada was furnished by the food samples analysed in the Public Health laboratory during the year. Ghee, flour and milk are among the commonest articles of food consumed, and the percentage of adulteration found in such samples of them as were subjected to analysis was 59, 75 and 83 per cent. respectively. So far as milk is concerned, there has been a steady deterioration for the last two or three years.

District staff.

As pointed out at the beginning of this chapter, the main responsibility for the prevention and treatment of disease in the interior of the province rests with the local bodies. The public health staff of Government is inadequate to do more than act in an advisory capacity and pay occasional visits of inspection. At the more important festivals and *melas*, such as those at Puri and Sonepur, the officers of the department are present to assist local bodies in the special sanitary arrangements which are necessary; and the epidemic reserve of Government doctors is available for deputation to places where outbreaks of disease are unusually severe or widespread. But

in normal circumstances district boards must rely on their own medical staff and, where they have them, their own public health organizations. A scheme was drawn up in 1924 under which there was to be a separate public health staff in every district, with a health officer at its head and at least four health inspectors and twelve sanitary gangs under him : and Government hoped to be able to subsidise district boards by paying half the cost of such organizations up to a maximum of Rs. 10,000 to each board. While the doctor in charge of the nearest dispensary would be apprised at once of the outbreak of any epidemic disease and would proceed immediately to the affected village, treat the patients, and take such preventive measures as were possible, it was the intention that he should be relieved as soon as possible by the special staff referred to above, which would thereupon assume responsibility for fighting the epidemic. When not employed on such duty, they would be carrying out improvements in the sanitation of villages, disinfecting wells, and spreading public health propaganda by means of lectures, demonstrations and the distribution of leaflets. So far the above scheme has been adopted by only a few district boards, as Government have not been able to find the funds to subsidise any boards except those in the Orissa division, and boards not so subsidised are finding difficulty in providing the money required. But it would be difficult to exaggerate the importance of these organizations as a means of safeguarding the life and health of the rural inhabitants of the province.

Results achieved by district boards.

Generally speaking, district boards have done their best to respond to the calls made upon them in time of sickness, and have worked in harmony with the epidemic doctors of Government. But the absence of the effective central control which used to be supplied by the concerted action of the Civil Surgeon and District Officer is particularly noticeable when serious epidemics have to be faced; and until each board has its own trained health officer and staff, it is inevitable that the ordinary medical arrangements should break down in emergencies, even when re-inforced by temporary untrained doctors. The district boards of Monghyr and Purnea are, however, reported to have done specially valuable work in combating severe outbreaks of disease, and it is to the credit of the Saran district board that no epidemic of any kind has broken out for some years past among the great concourse of people who assemble at Sonepur annually for the *mela* there. With the assistance of the Public Health

Department, the board of Patna district made excellent sanitary arrangements for the triennial *mela* at Rajgir which took place in April 1926. In Gaya district considerable enterprise has been shown in organising a large number of medical officers and dispensaries. But through lack of effective supervision this staff has been found wanting when called on to cope with any serious outbreak of disease.

Vital statistics in 1926-27.

The general health of the province during 1926-27 did not quite come up to the exceptionally high standard set in the preceding year, owing to the greater prevalence of both smallpox and cholera, but it remained well above the average of the last ten years. Excluding the Feudatory States of Orissa, 1,264,174 births and 855,667 deaths were recorded. The provincial death rate rose from 23.7 *per mille* to 25.2, but it remained a great deal lower than the birth rate, which was as high this year as 37.2 *per mille*. Mortality among infants continued to be severe; for every thousand infants born during 1926 as many as 148 failed to survive for twelve months. It is recognised that statistics of birth and death are only approximate, by reason of the defective registration of vital occurrences; but effects are being made to increase their securacy. In the municipal towns, where registration is compulsory, the correctness of 18,630 vital occurrences was checked in the course of the year by health officers and the vaccination staff. The number of omissions detected as a result of these enquiries was smaller than in former years, and in most cases the offenders were successfully prosecuted. In rural areas verification is more difficult, and has not yet been attempted on a large scale. With a view to keep the public informed of the actual state of health in the larger towns and of the prevalence of epidemic diseases in the districts, the vital statistics of all municipalities with a population of 20,000 persons or over were published each week throughout the year, while weekly reports were circulated showing the number of births and deaths in all districts from cholera, smallpox, plague and influenza.

Cholera.

The climatic conditions in Bihar and Orissa are favourable to the spread of cholera for many months in the year, and the incidence of mortality from this disease is higher than in most other provinces. During 1926-27 there were 25,912 deaths from cholera, compared with 18,818 in the preceding year. Fairly severe outbreaks were reported from seven districts. When it is remembered that, only a few years

ago, the annual mortality from cholera alone was not less than 100,000, it will not be denied that a very large measure of success has attended the efforts of the authorities to combat this scourge. Special preventive measures were taken at the big religious festivals. The Rath-Jatra festival at Puri occurs at the height of the cholera season, and in 1926 there were indications that a particularly serious epidemic was to be anticipated. These misgivings were happily falsified. Before the pilgrims began to collect, the lodging houses in which they are accommodated were cleaned up, whitewashed and licensed by the health officer of the town. Five epidemic doctors were concentrated at Puri for general sanitary duties, and an equal number of sub-assistant surgeons was deputed to the cholera hospital for special duty. Disinfectants were stored in different centres of the towns, and every epidemic doctor was required to make a complete round of the lodging houses in his area every day, to remove all victims to the cholera hospital immediately, and to disinfect the lodging houses in which any case has occurred. The thoroughness with which these measures were carried out may be judged from the fact that no second case of cholera occurred in any one lodging house throughout the festival. In every district Civil Surgeons were supplied with reserve stocks of kaolin, bleaching powder and potassium permanganate, so that they might be in a position to carry out immediate relief measures, if and when an outbreak was reported. It is of the utmost importance, in order that the spread of this disease may be checked, that no time should be lost at the outset; and these reserve stocks have consequently been most valuable. It is only during the last two or three years that kaolin (China clay) has been used on a large scale in the treatment of cholera cases. Its popularity is now firmly established, and it possesses the great merit of being a reliable remedy which does not deteriorate through being stored. It is cheap and not poisonous; and it may be safely entrusted to laymen for distribution.

Fever.

No less than 572,554 deaths were reported to be due to "fever", and on this showing two out of every three persons who died during the year were carried off by this disease. But it should be borne in mind that mortality from any disease of which fever is a symptom (such as pneumonia, kala-azar, phthisis and typhoid) is commonly reported under this group. The heavy floods in Orissa, however, led to a somewhat severe epidemic of malaria proper during the autumn of 1926. During the fever season 500 pounds of cinchona febrifuge were distributed free in the districts of Puri, Cuttack

and Balasore; and in other parts of the province quinine was supplied without payment to the students in a large number of schools.

Smallpox.

Smallpox accounted for 34,873 deaths in 1926, or more than twice as many as in the previous year. It is a long time since this disease has taken such a heavy toll of life in the province. Orissa again was the area most seriously affected. The prejudice against vaccination is stronger in this part of the province than elsewhere. Of all the diseases smallpox is the most easily and cheaply preventible, but comparatively few people are willing to avail themselves of the means of preventing it. The question of making vaccination compulsory is under consideration, but the matter is not free from difficulty.

Plague.

For some years now the incidence of plague has steadily decreased, and it would appear to be slowly dying out in this province. One must be prepared for recrudescences, and in fact the records of the last quarter of a century reveal periodic visitations of this scourge at intervals of about four years, but each successive outbreak is less severe than the last. Deaths attributed to plague during 1926 numbered 8,381, which differs but little from the previous year's figure. Small epidemics occur almost every year in the districts of Muzaffarpur, Darbhanga and Saran, and in the year under review the health officer of Muzaffarpur performed the creditable achievement of inoculating some 20,000 persons against plague. In case of emergency, plague vaccine can now be obtained direct from the Vaccine Depot at Namkum, where a supply is always maintained.

Dysentery and diarrhoea.

There was little variation in the number of deaths from dysentery and diarrhoea. Like malaria and smallpox, these diseases were most prevalent in Orissa, from which division 18,917 deaths were reported out of 24,022 for the whole province. The peculiar climate of Orissa, coupled with the bad state of the water-supply in many parts of that division, are mainly responsible for this unfortunate result.

Water-supply.

A supply of pure water is the great preventive of disease, and considerable importance attaches to the various projects which have recently been initiated for improving the quality of the water available in

rural and urban areas alike. In the year under review a sum of Rs. 4,05,000 was distributed by Government among the district boards for sinking new wells, following on a grant of Rs. 3,95,000 in the previous year. The boards have been asked to draw up programmes for the expenditure of these large amounts and to report the progress made. It has been ascertained that the district boards of Patna and Gaya constructed over 100 new wells each during 1926-27. It is sometimes alleged that the location of the wells is not always dictated by considerations of public interest alone, and this is a matter into which enquiries are being made at present. Water hyacinth, which has done so much harm in Bengal, is beginning to make its appearance in this province. So far the efforts made to combat it have been isolated and spasmodic, and Government are considering the best method of co-ordinating the various agencies which can be utilised for its destruction and of intensifying the campaign against it. The Engineering staff of the Public Health Department is engaged on some important water-supply projects in Patna and some of the other large towns. The value of the work actually carried out by this staff during the year rose from about Rs. 4½ lakhs to Rs. 5¾ lakhs. This does not include expenditure on works executed under the supervision of the department, which alone amounted to over Rs. 9 lakhs. A striking feature of recent schemes is the increasing reliance placed on tube-wells, and nearly all the wells of this description sunk on behalf of Government have been a success, though experience has yet to show whether they will prove durable in the conditions encountered in this province.

Hospitals and dispensaries.

There were 598 hospitals and dispensaries of all classes in Bihar and Orissa on the 1st January 1926. On the 31st December there were 633. Actually 45 dispensaries were newly opened during the year, but ten of the old ones were closed down. Six of those which ceased to function during this period were managed by the railway authorities, and existed primarily for the benefit of their employees. The Banwari Lal Hospital at Laheriasarai, which provides the necessary clinical materials for the teaching of students at the Darbhanga Medical School, was provincialised in April 1926. New female wards were constructed at a cost of about half a lakh of rupees each for the pilgrim hospital at Gaya and for the sadr hospital at Purnea More than half of the cost of the ward at Gaya was generously contributed by Rai Bahadur Kasi Nath Singh. The construction

of the maternity ward of the Puri Pilgrim Hospital has been completed, and it has been named after Lady Wheeler. The total number of patients treated at the various hospitals and dispensaries in the province rose from 5,411,363 in 1925 to 5,835,692 in 1926. Over $3\frac{3}{4}$ lakhs of surgical operations were performed during the year, and more than 95 per cent. of these were completely successful.

Medical relief in rural areas.

District boards are responsible for 427 of the dispensaries now existing in the province. This is 38 more than in the previous year. The Gaya board and some of those in the Bhagalpur division have already attained the standard of one dispensary to each police-station area—the objective towards which every board is now working. The opening of an unusually large number of new dispensaries during the year under review was rendered possible by the generous grants which Government were once more able to place at their disposal. No less a sum than Rs. 6,94,020 was distributed among the boards during 1926-27 for the extension of medical relief in rural areas. These Government grants represent 91.6 per cent. of the total income of district boards under this head. Private contributions amounted to the paltry total of Rs. 48,081, which is nearly Rs. 20,000 less than in the previous year. In the rich districts of the Patna division not a single anna was realised by the boards from private individuals.

Ayurvedic and Tibbi dispensaries.

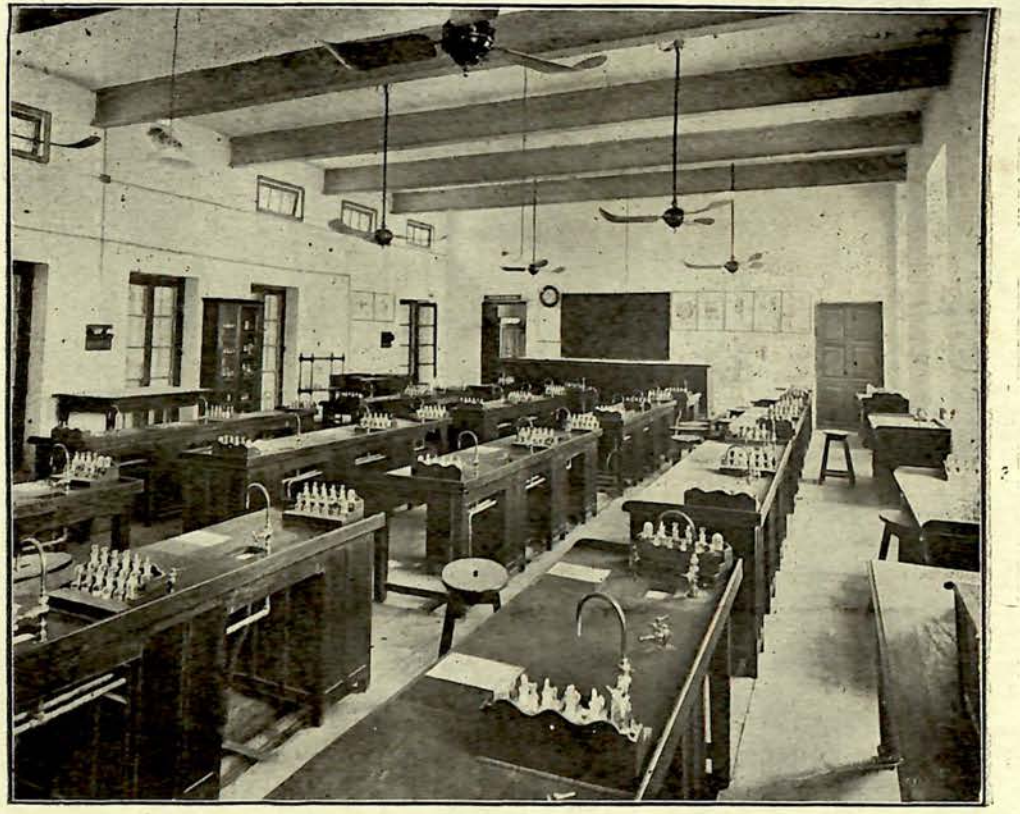
As in the previous year, certain district boards opened dispensaries where indigenous systems of medicine are practised. It is not necessary to discuss at length the comparative merits of these institutions and those in which allopathic methods are followed. The simple fact is that there are not sufficient funds available to subsidise both systems of medicine, and Government have therefore been compelled to prohibit the boards from spending Government grants on Ayurvedic or Tibbi dispensaries, or from including expenditure on them in the prescribed minimum which must be set aside for medical relief. Meanwhile, special facilities have been provided at Patna for scientific training in the indigenous school of medicine, and there will always be scope for private practitioners who desire to take advantage of these facilities. The boards would be well advised to devote any surplus money which they may have to more urgent needs, such as the training of qualified midwives, whose number at present is very inadequate.

Particular attention was once more devoted to the treatment of certain special diseases. The filariasis hospital at Puri carries out research work which is not confined to filariasis alone but extends to various other parasites which are believed to account for the comparatively poor physique of the Oriyas. Special grants were made by Government for the treatment of venereal diseases; also for the supply of urea stibamine to the larger hospitals for giving intra-venous injections to patients suffering from kala-azar. Eight leper asylums were at work during the year, and 2,371 lepers received treatment at these institutions. Nearly Rs. 2½ lakhs were spent on the maintenance of these persons. A leprosy clinic was opened at Bakhari in Champaran during the year as an experimental measure, and has proved to be a success. Its permanent retention has now been sanctioned by Government, and other clinics are being opened in different parts of the province. The scheme for the establishment of a large sanitorium at Itki, near Ranchi, for the treatment of tuberculosis has been finally accepted by Government; and a Superintendent who has specialised in the treatment of this disease in England and America has already been appointed in order that he may advise on the construction of the sanitorium on up-to-date lines. Some of the buildings have already been commenced, and everything points to the early opening of what will probably be the finest institution of its class in India. Meanwhile a limited number of non-paying tubercular patients from this province are still being admitted into the King Edward Sanitorium at Dharampur (Simla), and Government again made a special grant for their treatment during the year under review.

Treatment of special disease.

The Prince of Wales Medical College at Patna was officially opened by Sir Henry Wheeler on the 25th February 1927, though it had actually been working for about eighteen months previous to that date. In January the college was visited by a representative of the General Medical Council of England and the Inspector of Medical Education for India. They subsequently issued a report indicating the lines on which they consider that further improvements could be effected, and these suggestions are now being carefully examined with a view to getting the medical degrees of the university recognised by the General Medical Council. Several additions were made to the college buildings during the year, and proposals for the enlargement of the teaching staff are under consideration. The two medical schools, at Darbhanga and

Medical education.



Part of Histological Laboratory.

Cuttack, continued to work efficiently and to turn out well-trained medical practitioners.

Mental hospitals.

The European Mental Hospital near Ranchi is practically an All-India institution, and receives patients from nearly every province in Northern India. In 1923 its management was made over to a Board of Trustees, containing representatives from the different Governments which contribute towards its upkeep. This arrangement continues to work satisfactorily. The mental hospital for Indians, at the same place, was opened towards the end of 1925, and to it have been transferred the patients formerly accommodated in the hospitals at Patna, Berhampur and Dacca. The new institution is intended for the mental patients of this province and Bengal, and it was decided during the year to set up a managing committee, on which representatives of both the provinces will sit. One of the most important subjects on which this committee will have to advise is concerned with the extension of the existing buildings. Already more accommodation is urgently required. The hospital is designed to accommodate 1,286 patients, but the average daily number of patients during 1926 was 1,350. The Superintendent reports that the ratio of cures to the total admissions during the year was 6.78 per cent. Better results could be achieved, if patients were sent for treatment at an earlier stage than is customary at present. Many persons are kept at home without any treatment until they become dangerous or unmanageable. Various forms of out-door and in-door games are encouraged in these institutions, and dramatic performances are keenly appreciated. The cinematograph, besides affording entertainment to the patients, is in itself a valuable form of treatment. During the year steps were taken to establish a large vegetable garden for the Indian Hospital. This will help to make the institution self-supporting, and at the same time will provide healthy occupation for the inmates.

Radium Institute.

There was a slight decrease in the number of new cases treated at the Radium Institute during 1926. This is due to the fact that in Calcutta, Madras, Bombay and Indore there are now small quantities of radium in the hands of private medical practitioners. The result is that only those cases which required fairly large doses of radium are being sent to the Institute from those centres, and such cases are usually the more difficult ones to treat. Nevertheless, out of 247 patients treated in 1926, 38 were pronounced to be clinically free from manifestations of disease (that

is to say, they were apparently cured), while substantial relief was afforded to 55 others. The Institute has now been in existence for nearly five years, during which period it has done most useful pioneer work. But with the vast progress made in these years in the knowledge of radium treatment, radium has come to be regarded more and more as an adjunct to the equipment of the ordinary hospital, where it can be utilised by various specialist surgeons, gynæcologists, etc. A proposal is therefore under consideration for moving the radium down to Patna, where it can be more fully utilised in conjunction with the General Hospital and Medical College.

Jharia Mines Board of Health.

The Jharia Mines Board of Health controls an area which includes the whole subdivision of Dhanbad, one of the most thickly populated parts of the province. The colliery population in this area numbers about 126,000, but there is also a large non-mining population, and the Board is responsible for the health of nearly half a million souls altogether. It is doing invaluable work. The staff consists of a Medical Officer of Health, a Bacteriologist, a Public Analyst and his assistant and fourteen sanitary inspectors. The area is divided into twelve circles, each with its own sanitary gang, and the conservancy arrangements are strictly supervised. Special attention is devoted to the problem of attaining a pure supply of water for drinking purposes, and the Food Adulteration Act is rigorously enforced. Vaccination in this area has been made compulsory, with the result that death from smallpox is a comparatively rare occurrence. The mortality from this disease during 1926 was only 0.1 *per mille* compared with 1.0 *per mille* in the rest of the province. There were 158 deaths from cholera, but this again is less than half the death rate recorded elsewhere.

CHAPTER VII.

Maintenance of the Peace and Administration of Justice.

The cost and size of the police force in Bihar and Orissa.

The actual expenditure on the police force during the year 1926 was Rs. 82,69,000. This represents a very small increase of Rs. 47,000 on the figure of the preceding year. Since the introduction of the Reforms the police expenditure has practically remained stationary at just over Rs. 80 lakhs. Work, on the other hand, has increased. The communal tension which has been such a marked feature of recent years has thrown a heavy additional burden on the existing force all over the province. The large increase in the number of motor vehicles has enhanced the importance of traffic control in the larger towns, and more men have had to be drafted to this duty. The development of the industrial centre of Jamshedpur, has made it absolutely necessary to strengthen the police force there. In the Jharia coalfields experience has shown that the duties of watch and ward there cannot be effectively performed by the village chaukidar, and from October 1926 chaukidars have been replaced by regular police throughout the greater part of this area. The extra men required for the above purposes have usually been found by reducing the force elsewhere, and the cost of other urgent reforms has been met by effecting economies in travelling allowance, contingent charges and the like. Manipulations of this kind, however, cannot be continued indefinitely. No province can afford to indulge in excessive economy where the maintenance of law and order is concerned. In proportion to its population Bihar and Orissa has a smaller and less expensive police force than any other province in India, and in many districts the protection of life and property depends on a body of men whose numbers are perilously low. Several Superintendents of Police have expressed the opinion that the forces at their disposal are insufficient to cope with all the work required of them. Thanks to the co-operation of the Legislative Council in voting the necessary funds, steady progress is being made in the provision of decent housing and adequate clothing, but much still remains to be done

in this direction. Another purpose for which money might usefully be spent is the institution of criminal settlements for the wandering gangs and hereditary criminals who roam at large about the province.

Relations between police and public.

Relations between the public and the police continued to improve. Numerous cases are cited in the departmental report in which the services of police officers at religious festivals and at calamities by fire or flood have received generous recognition. Communal disputes give the police peculiar opportunities of gaining the confidence of the public, and in scarcely any instance was partiality imputed to them. Not less encouraging is the increased measure of active assistance which the police are receiving from the public in the execution of their duties. Sometimes this assistance takes the form of valuable information leading to the detection of crime; sometimes the efforts of the police to avert trouble have been backed by the personal influence of private individuals; and there have been occasions when members of the public have come forward with offers to lend motor cars and lorries to help the police in dealing with some emergency.

Literacy among constables.

The percentage of constables who can read and write rose from 74 to 76 during the year under review. Progress is not rapid, but something is being accomplished every year, and the classes which were started in 1923 to teach the three 'R's to constables of the armed police and the ordinary reserve are still reported to be popular. First aid and traffic control are now included in the curriculum, and in some districts arrangements have been made to train men to read and write simple sentences in English. The duties of a constable are such that illiteracy is bound to be a serious handicap, and the Inspector-General looks forward to the time when it will be regarded as a positive disqualification for appointment to any post in the police department. In the meantime he has given instructions that, other things being equal, preference should always be given to men who have a working knowledge of their own vernacular script.

Discipline and health of the force.

The discipline of the police force continued to be satisfactory. There was a slight increase of 3.7 per cent. in the number of departmental punishments awarded during the year, but this is said to be mainly due to a tightening up of control. 223

criminal charges were brought against the police, but only 36 ended in conviction, and of these 15 were for the offence of allowing prisoners to escape. There was a slight improvement in the general health of the force, admissions into hospital falling from 4,787 to 4,190. But as many as 142,098 working days were lost to Government through sickness. Malaria and dysentery were the prevailing diseases, and quinine and mosquito nets have now been supplied to all district police-stations situated in the more malarious tracts.

Political crime.

There was one prosecution during the year under section 124A of the Indian Penal Code (sedition), and two prosecutions under section 153A (promoting enmity between classes). The embittered relations between Hindus and Muhammadans were responsible for no less than 71 riots, and the movement of police forces due to the apprehension of communal trouble entailed extra expenditure amounting to over Rs. 21,000. It was found necessary to quarter "additional police" at the expense of the inhabitants in three different localities. Agrarian disturbance was responsible for this step in one instance, and in the other two instances the trouble was communal.

Increase in violent crime: rioting.

The total number of true cognizable cases of crime during 1926 fell from 50,871 to 48,886, which is the lowest figure on record since the province was created. The percentage of convictions remained the same as in the preceding year (34), compared with an average of 29 in the last quinquennium. It is disquieting, however, to report that there was a marked increase in almost all forms of crime attended with violence. For example, there were 739 riots and unlawful assemblies, against 714 in 1925. During the period of 1916-20, the average number of such cases was only 437 per annum, and during 1921-25 it was 680. Although the progressive increase in rioting for the last few years may be attributed partly to the Hindu-Muhammadan friction, this is not the whole explanation, and there would appear to be a growing spirit of lawlessness engendered by the efforts made in recent times to bring lawful authority into contempt and to weaken the executive. Muzaffarpur, Darbhanga, and Purnea are the districts in which riots were most frequent. Of the 477 cases which were sent up for trial during the year, 371 (or 77.7 per cent.) ended in conviction.

Murder.

There were 274 murders, compared with 248 in the previous year. These included 38 cases of murder for gain and 14 due to witchcraft. In several districts children are reported to have been murdered for the ornaments they were wearing, and one child met his death at the hands of a man who, posing as a sorcerer, endeavoured to cure him from illness by kicks and other maltreatment. Two men having been sent up in a case of theft, one of them made a confession implicating his comrade. While on bail, the latter sent poisoned sweetmeats to the confessing accomplice, and so caused the death, not of the accomplice himself, but of a member of his family. It is depressing to have to acknowledge that a large number of murders remain undetected or unpunished. Not more than 125 cases could be sent for trial during 1926, and of these only 55 ended in conviction. In five districts every person charged with murder during the year was acquitted. There was a slight decrease in the number of cases of culpable homicide and infanticide.

Robbery and dacoity.

True cases of robbery rose from 133 to 151, of which 54 were highway robberies. Dacoities numbered 198, which is the same figure that was reported in 1925. The worst areas are still the districts of Purnea and Bhagalpur and the industrial centres of Jamshedpur and Dhanbad. The more dangerous gangs are usually composed of professional criminals from up-country or elsewhere. The arrest and conviction of a gang of Punjabis at Jamshedpur and the proceedings under section 110 of the Criminal Procedure Code against a similar gang in Dhanbad have had a salutary effect. In Purnea a mixed gang of local and Nepal criminals was detected towards the close of the year, and two of its members confessed to ten dacoities, spread over several years, in which as many as 61 persons were implicated. An officer of the Criminal Investigation Department was engaged for several months in preparing materials for the prosecution of a notorious gang having their headquarters at Sultanpur in South Bhagalpur. Here again one of the dacoits made a confession, in the course of which he described 14 dacoities committed by the gang in Bengal and Bihar. This case has ended satisfactorily in the conviction of nearly all the accused. A particularly daring outrage occurred in March 1927 at Saharsa railway station in north Bhagalpur. A party of elephant dealers, returning from a *mela* with their takings, was attacked on the platform in full view of a large crowd, who made no attempt at rescue or resistance. Five of the dealers were killed outright, several others

being seriously injured, and property to the value of Rs. 28,000 was stolen. The prevalence of this form of crime is due in part to the apathy of the victims themselves and their neighbours. It is unfortunately a rare thing to find villagers combining to put up a fight when their homes are attacked. There are indications, however, that the villager is taking heart, and the number of cases in which some sort of resistance was offered to the dacoits showed an increase in the year under review. Out of 198 cases dealt with during the year, only 47 could be sent up for trial. 25 of these ended in conviction.

Offences against property.

It is satisfactory to be able to point to a progressive decline in offences against property. Following on the decrease in burglaries and thefts reported during 1925, there was a further drop in burglaries during 1926 from 14,698 cases to 14,044, and in ordinary thefts from 13,750 to 12,754. Doubtless a continuance of favourable agricultural conditions must be regarded as an important factor in securing this result, but credit is also due to the improved methods recently introduced for the surveillance of criminals, picketting and patrolling. The practice of teaching constables to recognise bad characters of adjoining areas has also proved beneficial.

False cases.

There are few crimes more contemptible than that of deliberately laying false information against a person who has committed no offence. During 1926 no less than 1,533 reported cases were declared to be maliciously false. In such cases it is often extremely difficult to prosecute the offender successfully; but 293 prosecutions were ordered during the year and 96 of these ended in conviction. In 53 other cases compensation was awarded to wrongly accused persons under section 250 of the Criminal Procedure Code.

Civil litigation.

The volume of litigation in the civil courts continues to increase steadily, and it does not appear that any relief has been afforded to the judicial officers of Government by the establishment of panchayat courts under the Village Administration Act. The total number of original suits instituted during the calendar year 1926 was 180,052, an increase of 4,353 on the figure of the previous year, which had been the highest recorded in the history of the province. Nearly two-thirds of these original suits were proceedings for the recovery of rent, but the amounts involved in these proceedings were usually quite small. Title suits, on the other hand, though comparatively few in number, represented in value more than 60 per cent. of the whole

litigation of the province. As usual, the volume of litigation was very much heavier in Bihar proper than in the other parts of the province. Orissa and Chota Nagpur between them were responsible for less than 15 per cent. of the total number of original suits instituted during the year. Although the number of suits disposed of during the year was slightly higher than in 1925, the courts are still unable to keep pace with the work required of them, and the suits pending at the close of the year rose in number from 89,944 to 100,726, while year-old suits increased from 1,329 to 1,647. The average duration of a case tried by a munsif under the ordinary procedure is 229 days if the suit is contested, and 120 days if it is uncontested. The corresponding figures for a subordinate judge are 351 and 254 days. On the appellate side also there was a slight increase in the number of cases which had to be carried forward to the following year by courts subordinate to the High Court, though it is satisfactory to record a substantial reduction in the appeals pending for more than twelve months. In the High Court some progress was made in clearing off arrears. The number of appeals and miscellaneous cases preferred before this Court was 3,490, while disposals numbered 3,705. There were still, however, 3,773 cases pending at the end of the period, which represents a full year's work in arrear. The two Additional Judges of the High Court, whose appointment has been sanctioned from year to year since 1922, were re-appointed for a further period of twelve months in August 1926. In six districts Additional District and Sessions Judges were appointed during the year for varying periods. A new munsifi was constituted at Jamshedpur in March 1927.

Civil Justice Committee.

Various recommendations made by the Civil Justice Committee have been under consideration since their report was issued in 1925. During the period under review effect was given to some of these recommendations, while others are still being examined. The appointment of a Registrar for all the civil courts at the headquarters station of Patna has proved helpful in keeping down corruption in the ministerial establishment of the courts and in providing facilities for litigants; but the experiment is undeniably an expensive one. The term of the Registrar's appointment was extended, and it was decided to appoint a similar officer at Gaya.

Criminal justice.

The total number of criminal cases disposed of by magistrates during 1926 was 64,374, and 3,424 cases were still pending at the close of the year. In all, 246,476 witnesses attended for examination in these courts, and about three-quarters of this number were actually examined.

Great stress has always been laid on the importance of avoiding harassment to witnesses by detaining them longer than is absolutely necessary and compelling them to appear in court again and again. The following figures will show that this consideration was borne in mind by most magistrates. 61.3 per cent. of the witnesses who attended were discharged on the first day, and were not required to appear again at all. 28.2 per cent. were discharged on the second day of their attendance, and 8.4 per cent. on the third day. Only 2.1 per cent. were required to present themselves on more than three days. In the Sessions Courts 593 cases were decided during the year, and 8,794 witnesses were examined.

Trial by jury.

There was no extension during 1926 of the system of trial by jury, which is in force for certain specified offences in ten districts of the province; the system may be said to have worked satisfactorily, on the whole, though the percentage of convictions is considerably lower than in cases which are tried with the aid of assessors. An extreme instance is furnished by the district of Cuttack where only 25 per cent. of the persons tried by jury were convicted, compared with 73 per cent. of those tried with assessors. On the other hand in Bhagalpur, where dacoities are specially prevalent, the percentage of convictions in jury cases is high. The verdict of a jury is nearly always accepted, but, if the judge thinks that it is really perverse, he can refer it to the High Court. During 1926 a reference of this nature was made in respect of 29 persons out of 404 who were tried by jurors, and in several of these cases the verdict was set aside by the High Court. Difficulty is still experienced in several districts in securing the attendance of jurors and assessors.

Criminal appeals.

Criminal appeals, the frequency of which has always been a characteristic of judicial courts in India, have grown to be still more numerous since the amendment of the Code of Criminal Procedure in 1923. During 1926, 2,658 appeals were preferred in magistrates' courts, 2,481 in the Courts of Sessions and 221 in the High Court. These figures do not include references and applications or revision, which were almost as numerous as actual appeals. The percentage of success with which these petitions are attended vary but little in the different courts, and it will be sufficient to quote the figures relating to Sessions Courts. 5,231 persons were concerned in the appeals decided by Sessions Judges during 1926. The appeals of 1,077 of these were summarily dismissed, and those of 1,874 others were rejected after hearing. 1,297 succeeded in obtaining an acquittal; the sentence of 851 was altered or reduced; and in respect

of 132 persons a fresh trial or further enquiry was ordered. It will thus be seen that 56.4 per cent. of the appellants gained nothing by their action, while only 24.8 per cent. were entirely successful. During this period sentence of death on 17 persons was referred to the High Court for confirmation, but in only one case was the sentence confirmed. Against 9 of the others it was commuted to a less severe punishment, and 7 persons were acquitted altogether.

Jail administration.

Intimately connected with the task of apprehending offenders against society and bringing them to justice is that of providing for their safe custody during their trial and afterwards. There was a slight increase in most classes of the jail population during 1926. The year opened with 6,211 prisoners of all kinds under custody, and closed with 6,771. The daily average was 6,546, or 318 more than in the previous year. To some extent this was due to the detention in Indian jails of prisoners sentenced to transportation. In the course of these twelve months 13,009 convicts were admitted into prison, including 461 females. Fifteen prisoners were released, on the recommendation of the revising board, before they had served their full sentences. There are four central jails in the province, superintended by whole-time officers of the Indian Medical Service. District jails are 12 in number, and there are 50 subsidiary jails. In addition, there is a juvenile jail at Monghyr. During the year under review the jail at Purnea was restored to its former status of a district jail.

Health of prisoners.

During the last three or four years there has been a very marked improvement in the health of prisoners, and the statistics of sickness and death quoted in last year's report were quite the lowest in the history of the province. During 1926 there was a very slight increase in the total number of admissions into hospital, but this is more than explained by the increase in the jail population. The sick rate *per mille* of the daily average strength remained almost stationary at 24 per cent., and the death rate actually fell from 11.7 to 10.9. This forms a remarkable contrast to the death rate among the free population of the province for the same period—which was 25.7. Only one prisoner was attacked by cholera during the year, and he recovered. Lepers are segregated in the district jail at Muzaffarpur, and the special treatment recently adopted was found to result in a marked improvement in most of the cases. It is a matter for satisfaction that the Bhagalpur central jail, formerly so unhealthy, has returned the lowest death rate of all for the last two years in succession. Muzaffarpur and Cuttack showed the least favourable results, so far

as the health of prisoners is concerned. If weight is any criterion, no reasonable criticism can be directed against jail diet. Of the convicts discharged during 1926, 58 per cent. were found to have gained in weight, and only 15 per cent. lost. The remainder weighed the same when they were discharged as on admission.

Youthful offenders.

There was a slight decrease during 1926 in the number of youthful offenders, in which category is included all persons below the age of 20 years. Of these delinquents, 742 were admitted to prison in the course of the twelve months, but among these only 56 (including 7 girls) were under fifteen years of age. Fourteen boys were sent to the reformatory school at Hazaribagh, and the vast majority of the other youthful offenders were transferred to the juvenile jail at Monghyr. Here much care is devoted to providing them with an elementary education, though the efforts in this direction are still hampered by the shortness of many of the sentences imposed. The school in this jail was raised to the upper primary status during the year under review, and an additional teacher was sanctioned for the Hindi section of the school. Technical training is also given, so as to encourage the boys to seek an honest livelihood after their release. The principal industries in which they receive instruction are carpentry, cane work, blacksmithy and tinsmithy. A night school helps to keep the boys occupied after the day's work is finished. Football and certain country games are also played by them, and there are classes for physical training. Moral and religious instruction is imparted twice a week by ministers specially appointed for this purpose. Unfortunately the Juvenile Prisoners' Aid Society at Monghyr, which was formed in 1923, has been greatly handicapped by lack of funds. A special appeal for money was circulated throughout the province in 1926, but practically no response was forthcoming. Another attempt is being made to enlist public interest and support for this institution; but, if the present apathy continues, the society will have to be closed down. For the segregation of juvenile convicts who are not eligible for detention in the Monghyr juvenile jail, special wards have been set apart in the jails at Bhagalpur and Bankipur.

Education and reformation of prisoners.

Of the convicts admitted into prison during the year only 13·16 per cent. were able to read and write. Towards the end of 1926 compulsory education was introduced in the central jail at Gaya, as an experimental measure, for all prisoners of 25 years and under whose mother tongue is Hindi and who have been

sentenced to imprisonment for more than two years. The experiment has proved successful. There were 35 prisoners of this class at Gaya at the beginning of the year, and 62 more were admitted in the following months. All of these prisoners, except three, were illiterate on admission. Nine of them finished the full lower primary course and were promoted to the upper class. They were also taught elementary English. It was found that educational training had a most salutary effect on the moral discipline of these young prisoners, and was genuinely appreciated by them. Another experiment which has yielded encouraging results is the "star class" system of classification in the central jail at Hazaribagh. The object of this system is to segregate prisoners who are not habitually criminal or corrupt from those who are. The " star class " has proved a great incentive to industry and good conduct amongst convicts eligible for it, and cannot but help to make them more fitted to earn their living by honest means after their discharge. Besides elementary education, imparted in a night school, they are taught weaving and tailoring in this class. The remission system, which formerly applied only to sentences of at least one year, was extended in 1924 to sentences of six months or over. Good results have attended this step, and nearly 3,000 convicts were released during 1926 under this system before their sentences had been fully served. Recourse is had less and less to corporal punishment as a means of enforcing discipline in jails. During 1926 only four persons in the whole province were punished by whipping.

Jail manufactures.

The working of the manufactory department was rather more satisfactory than in the previous year. The total cash earnings increased from Rs. 60,928 to Rs. 1,06,814, and the cash earnings per head from Rs. 12-3-0 to Rs. 20-3-0. There was, however, a slight falling off in the net profits, chiefly owing to a reduction in the prices of jail-made articles. The total profits of the year amounted to Rs. 1,41,343. Buxar and Bhagalpur are the most important manufacturing centres. Buxar specialises in tent-making and tailoring. In addition to supplying most of the requirements of the province in the shape of prison clothing, it provides uniforms for a large number of constables, chaukidars, orderlies and excise peons. At Bhagalpur most of the convicts are employed on textile work, and the changes recently made in the management and equipment of the woollen power mill in this jail have already begun to make themselves felt. The Government Forms Press at Gaya absorbs most of the labouring population in the central jail there.

CHAPTER VIII.

Excise.

A thorny subject.

Excise is a thorny subject. It is probably safe to say that no department of Government has evoked so much controversy, or has been so bitterly attacked, since the introduction of the Reforms. But much of the agitation directed against the excise revenue was artificial, and already it is beginning to abate. Undoubtedly there are in the province large numbers, both of Muhammadans and of high-caste Hindus, to whom the consumption of alcohol is obnoxious on religious grounds. But these are not the persons whose voices were raised loudest in the " temperance " campaign which was launched in 1920-21. And the methods employed in that campaign were not those of social reformers, but of political opportunists. Their object was not so much to promote sobriety among the people of the province as to embarrass Government by crippling one of its principal sources of revenue. The success achieved by this movement was short-lived, but there is still some genuine misunderstanding with regard to the scale on which intoxicants are consumed in the province and the attitude of Government towards this important social problem.

Some common fallacies—and the real facts.

It has been stated in an earlier chapter that the revenue obtained from excise, though it represents so large a proportion of the provincial income, is not in itself preposterously large, and derives its prominence from the meagreness of other resources. During 1926-27 the excise revenue per head of population for the whole province worked out at Re. 0-9-4, which cannot be called a large amount. For the four neighbouring provinces of Bengal, Madras, the United Provinces and the Central Provinces, the average realisations in 1925-26 were just over Re. 0-11-0. Nor is the actual consumption high. The amount of country spirit consumed by every hundred persons in the course of the whole year was only 3.33 gallons. This is considerably lower than the average consumption in Bombay, Madras and the Central Provinces, though not quite so

low as in the United Provinces and Bengal. These figures should be sufficient to remove all *bona fide* anxiety, except in the minds of those who will not be satisfied with anything short of total prohibition. Apart from financial considerations, the administrative difficulties in the way of prohibition are insuperable. A large portion of Bihar and Orissa is bounded by Indian States, from which excisable articles could easily be smuggled into British India. Illicit distillation, already so hard to prevent altogether, would increase a thousand-fold; while drugs such as opium, *ganja* and *bhang* can be cultivated with peculiar ease. There exists, too, in the province a large aboriginal population, accustomed from time immemorial to brew rice beer, and certain to resent any interference with their customs, which are interwoven with religious observances. If Government were to try to enforce total prohibition, they would be compelled to impose extra taxation amounting to about two crores of rupees, they would be faced with the necessity of employing a large and costly preventive staff, and the net effect on the consumption of intoxicants within the province would be almost negligible. This being so, it has been their consistent policy neither to encourage nor to prohibit the use of excisable articles, but to regulate and control it, and to combine the maximum of revenue with the minimum of consumption.

Revenue and consumption.

This policy has been attended with an astonishing measure of success. Never in the history of the province was the level of consumption of intoxicants so low as in 1926-27, and never were the receipts so high. In 1912-13 the total excise revenue of the province was about Rs. 103 lakhs. In the year under review it had risen to Rs. 197 lakhs, or nearly double the former figure. At the same time the total quantity of excisable articles consumed in 1912-13 was at least half as much again as it is to-day. At first sight it is difficult to credit such a proposition as this, but it can be supported by detailed figures. Take drugs first. The most commonly used drug is, of course, *ganja*, and in this comparatively short period the annual consumption of *ganja* has decreased from 2,498 maunds to 1,554 maunds, while the revenue derived from this drug has risen from Rs. 22½ lakhs to Rs. 44 lakhs. The total amount of opium consumed during 1926-27 was 621 maunds, compared with 929 maunds in 1912-13; but the sale proceeds of this smaller quantity are very nearly *three times* greater than those of 1912-13. Rs. 1,09,067 was realised in 1926-27 from the sale of 319 maunds of *bhang*; whereas fourteen years ago only Rs. 51,888 was realised

from the sale of 538 maunds. Exact figures of the consumption of country spirit throughout the province cannot, unfortunately, be given. The reason for this may be shortly explained. When this province was separated from Bengal, the contract distillery system was in force in thirteen districts out of twenty-one. In the remaining districts the outstill system prevailed, and no accurate record can be kept of the issue of country spirit from outstills. During recent years there has been a gradual extension of the contract distillery system, and in course of time the outstills will disappear altogether. Already their number has decreased from 576 to 148. But it is only in the districts which were served by distilleries in 1912-13 that any real comparison can be made of the consumption then and now. In these thirteen districts 1,050,989 L. P. gallons of country spirit were consumed in the former year, and only 646,287 L. P. gallons in the latter. Converted into the popular strength of 70° under proof, the actual reduction in the consumption of liquor in these districts may be placed at 1,350,000 gallons—and a corresponding reduction can be assumed in the other eight districts also. No account is kept of the issues of *tari* and *pachwai*, and it is only possible to form a rough idea of the consumption of these liquors from the number of shops in existence. During the same period of fourteen years *tari* shops have decreased in number from 7,665 to 5,475, while *pachwai* shops also have fallen slightly from 355 to 348.

The policy of Government.

Some short account may be given of the measures by which Government have succeeded in achieving these remarkable results. For some years they were able to rely almost entirely on the effect of steadily enhancing the cost of intoxicants; and, as opportunity offered, a shop here and a shop there were abolished. But more recently this policy has been supplemented by various direct temperance reforms, giving effect to recommendations of the Excise Committee which sat a few years ago. For instance, the licences for the sale of country spirit, *ganja* and *bhang* have been curtailed. The strength of the popular issue of country spirit in certain areas has been reduced. In some of the larger municipalities the drinking of country spirit on shop premises has been prohibited, and the maximum quantity of liquor that may be sold to any one customer has been cut down from three bottles to one. Licensing boards have been constituted in several important towns, and the system of sliding-scale settlement has been much extended. These last two measures are of sufficient importance to merit further explanation.

Licensing boards.

Each licensing board consists of eight members, among whom the only official is the Excise Superintendent of the district. He acts as secretary to the board. The chairman of the municipality is the president, and the municipal commissioners elect another member either from among their own number or from the outside public. A fourth member is elected by the principals and head-masters of local colleges and high schools, and one place is reserved for a resident member of the Legislative Council. The three remaining members are representatives of the licensees, temperance authorities and labouring classes, respectively. These new boards have executive powers, and are competent to perform many of the functions of the Collector. Their main duty is connected with the annual settlement of licenses, but they are competent also to abolish excise shops which they regard as unnecessary or to alter the sites. If they prove a success, it is proposed to set them up in all municipalities, and perhaps later in rural areas, in place of the old local committees, which have only advisory powers and whose recommendations have not always been found very practical. The new boards have now been working for three years, and have generally exercised their powers with good sense and moderation, maintaining harmony with the excise staff. There was a solitary instance during the year under review in which one of these bodies attempted to usurp powers which it did not possess, and Government were compelled to intervene.

The sliding-scale system.

The underlying principle of the sliding-scale system is that the fee payable by a licensee is determined by the actual monthly consumption, instead of being settled by auction for the whole year. The vendor is allowed a margin of profit, which decreases on a sliding-scale as the consumption rises. Under this system he is guaranteed against loss, however limited the sales may be, and the operation of the sliding-scale takes away much of the inducement to force up consumption at all costs. Malpractices are more easily checked, and general control is more effective. Under the auction system it is practically impossible to interfere with retail prices in the middle of the year, but, where the sliding-scale is in force, prices can be revised from time to time without any difficulty. From the financial point of view it has at least this advantage—that, by reducing the element of speculation, it helps to steady the revenue and to make correct budgetting more easy. The system of accounts is rather complicated, but, thanks to the

careful control exercised by officers of the department, no trouble arose in any district over this. The new sliding-scale system requires that the subordinate excise staff should be absolutely reliable, and in two districts the experiment was tried of replacing the low-paid sub-inspectors by inspectors. The results of the experiment were good, and the change will be gradually extended to other districts. Settlements by the old auction system are now confined to comparatively few localities. The new regime is not popular with the capitalists, who used to hold a large number of shops under the old system, but cannot now hold more than one. Preference is given to local candidates, and all licensees are required to manage their business personally and to attend the shops for at least two hours every day. Very stringent measures are taken against those found guilty of cheating consumers or Government.

Excise in 1926-27.

The total receipts from excise during 1926-27 were about Rs. 61,000 higher than in the previous year. This is rather surprising, because the crops generally were considerably worse than they had been in 1925-26, and there was increased depression in the coal, mica and lac trades. In the circumstances a marked fall in excise revenue might have been expected. As a matter of fact, there was an unusually heavy drop in the consumption of country spirit, and the revenue under this head was down by Rs. 4½ lakhs. The increase in revenue occurred chiefly under *ganja*, but it was due almost entirely to the higher rates of duty, the increase in the actual consumption of this drug within the province being only 0.3 per cent. Receipts from *tari* were about a lakh higher than in 1925-26, but this again was not due to larger quantities consumed. The consumption of opium decreased during the year by 210 seers. Measures were taken during the year to check the practice of administering opium to children in certain districts where this vice was reported to be prevalent. The harmful effects of the practice were explained to the people through officers of the district board and the education department, and excise officers took the opportunity, in the course of their tours, to warn purchasers against it.

Illicit distillation and smuggling.

The preventive work done during the year was good. One of the chief dangers of increasing taxation of excisable articles is that the profits derived from illicit distillation and smuggling are enormously increased, and the consumers themselves are tempted to sympathise with a trade which will supply their

requirements more cheaply. But the cases of illicit distillation that were detected during 1926-27 numbered only 1,200, compared with 1,690 in the previous year; and there is good reason to believe that these figures faithfully reflect a substantial decrease in the prevalence of this offence. In part this may be due to the unusually high price of *mahua,* bút a more cogent explanation is probably to be found in the fact that magistrates are beginning to realise the importance of imposing more severe sentences on persons found guilty of distillation. Fines are generally quite inadequate to deter these offenders, who will cheerfully run the risk of being called on to forfeit a portion of their illegal gains. Cases of opium smuggling increased from 129 to 137, and this is somewhat disquieting, for the previous year's figure was itself abnormally high. On the other hand, there was some check in the smuggling of cocaine. Owing to its small bulk and high value, this drug offers peculiar inducement to smugglers, and is more readily obtainable by them than it has been at any time since the great war. It is gratifying, therefore, to record that only 74 cases came to light during the year, compared with 98 cases in 1925-26.

CHAPTER IX.

Economic Problems—1.

Area and population of the province.

It will be helpful, in approaching the main economic problems with which the local Government are faced, to recapitulate some of the outstanding characteristics of the country and the people with whose welfare they have been entrusted. Including the Feudatory States, the province of Bihar and Orissa has an area of just over 111,000 square miles; and the census of 1921 recorded its population as just under thirty-eight millions. That is to say, the province is nearly twice as large as England and Wales, and not quite half as large as France, while in the number of its inhabitants it approximates closely to both these Western countries. North of the river Ganges the population is thickly distributed, and it grows sparser and sparser as one proceeds south, until in the Orissa Feudatory States, the density to a square mile is no more than 150, compared with over 900 in the district of Muzaffarpur. The average density throughout the province is 340 to each square mile. In the whole area, there are but four cities with 50,000 or more inhabitants, and the urban population represents only 3.7 per cent. of the whole. The increase in town-dwellers during the last generation has been so slight as to be almost negligible; for, where 100 persons lived in towns thirty years ago, there are only 109 to-day. Such increase as there has been is confined almost entirely to Jamshedpur and the coalfields. The dominant factor in the economic life of the province becomes self-evident, when it is stated that out of every thousand persons, 963 live in villages, 814 are directly dependent on agriculture for a livelihood, and 652 are ordinary cultivators.

Some physical features.

It might appear from a casual glance at the map of India that Bihar and Orissa, though somewhat long from north to south in proportion to its width, is not badly shaped for the purposes of administration. The reality is far otherwise. Lying right across the province towards the south are the Feudatory States, which do not form a part of British India but are administered by their own Chiefs under the guidance of a Political Agent. This block

of country, shown in light yellow on the map at the end of this book, divides Orissa into two unequal parts, which are completely cut off from the rest of the province. This geographical accident might not be of much moment, were the communications designed so as to link up all portions of the province together. But the main lines of railway, which were built long before Bihar and Orissa became a separate entity, all tend to run through and across it, rather than to join one part to another. Orissa cannot be reached from Patna without passing through Bengal, and the quickest route is *via* Calcutta. The district of Sambalpur, which is part of the Orissa Division and only 150 miles from Cuttack as the crow flies, cannot be reached from Cuttack except by a railway journey of 460 miles, traversing three sides of a square. Such lines as do run north and south, except the main line from Calcutta to Madras through the coast districts of Orissa, are cross-country lines with no through services, and their numerous junctions are a continual source of vexation and delay to the traveller.

A heterogeneous population.

The task of administration is rendered more difficult by the heterogeneous character of the population. The Oriyas are a distinct people, with a language of their own and a script that bears no resemblance to Devanagri or Urdu. Chota Nagpur is largely inhabited by a number of aboriginal tribes, whose language, customs and sympathies are quite alien to those of their neighbours. Even in Bihar proper there is a distinct Bengali element, and the presence of this domiciled community often gives rise to knotty problems. The lack of homogeneity in the make-up of the province is reflected nowhere more clearly than in the administration of its land revenue. As many as six different tenancy laws are in operation in different parts of the province. Bihar proper, Chota Nagpur and Orissa each have their separate code, while the Santal Parganas, Angul and Sambalpur are governed by special enactments or regulations applying individually to these three districts.

Weather conditions in 1926-27.

A survey of the general economic condition of Bihar and Orissa in 1926-27 resolves itself largely into a review of the rainfall and harvests during this period. Up to the end of May, the rainfall in Chota Nagpur and Orissa was considerably above normal. Unfortunately the real monsoon was almost a month late all over the province in making its appearance. From the middle of July until the end of September, rain was

generally plentiful, except in parts of Bihar proper, but the monsoon did not continue beyond its usual season, and there were no *hathiya* rains in Bihar.

Winter rice.

Just as agriculture dominates the economic rise of the province, so is its agricultural welfare bound up in the rice crop, which absorbs not less than half of the total area under cultivation. In fact, 18 per cent. of the rice-growing area in British India is contained in Bihar and Orissa alone. The important winter crop of rice did not do well during the year under review. Transplantation was seriously delayed by the lateness of the monsoon, and even the broadcast crop, which had been sown under favourable conditions, could not make any real progress until the middle of July. The advent of floods in Orissa (to which further reference is made below) and the failure of the *hathiya* rains in Bihar proper did much harm; and the eventual outturn was estimated at 20 per cent. below normal over a somewhat reduced area of cultivation. As a result, the average price of rice in the province, which has been unusually high for several years, rose still further.

Bhadai crops.

Autumn rice fared better; and, though it also suffered to some extent from lack of rain in June and the first half of July, the crop was almost a normal one. Other *bhadai* crops, however, were less fortunate. The outturn of maize was not more than 74 per cent.

Jute.

Climatic conditions were generally favourable to jute until August, when the crop was damaged by excessive rain and floods in Cuttack and Balasore. In Purnea, on the other hand, rainfall was insufficient —and insects were responsible for further damage in this district and in the Santal Parganas. The gross yield of the crop was estimated at 682,000 bales (or 81 per cent. of normal) compared with 639,400 bales in 1925-26.

Sugarcane.

Sugarcane, which is capable of withstanding extremes of drought and flood, again showed its peculiar value for this province; and, although the growing season was shortened by the late arrival of the monsoon, the crop was estimated at 95 per cent. of the normal. Though not so widely grown as several of the other crops, sugarcane really ranks next in importance to rice by reason of its superior value. Over 300,000 tons of this crop were produced in 1926-27.

Rabi crops.

Bihar proper is the chief *rabi*-growing tract, and the failure of the *hathiya* rains gave these crops a very bad start. But good rain fell in January and February, and this was of the utmost value to those crops which had not been sown too early to benefit by it. The outturn of the oil-seeds was estimated at 90 per cent. of the past ten years' average, and of wheat at 92 per cent.

Other crops.

Among other crops grown in the province are cotton and indigo. The former is grown to an appreciable extent in only a few districts, but the harvest last year was a fairly good one. The cultivation of indigo has been declining rapidly for several years, and this crop is no longer of practical importance. Tobacco, on the other hand, is growing in popularity, particularly in the districts of North Bihar, and more than 60,000 tons of this valuable crop were produced last year.

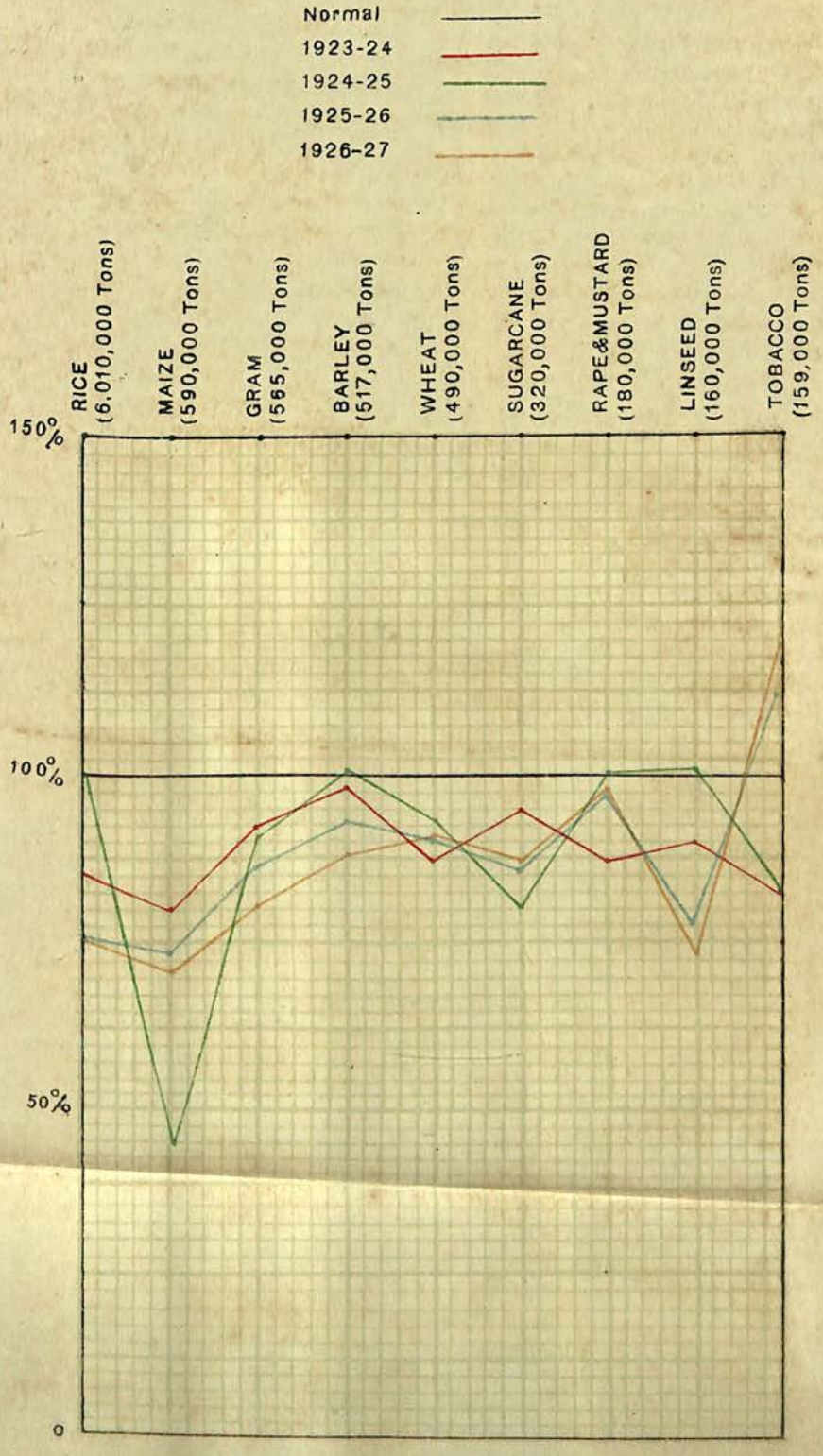
General economic conditions.

On the whole, the harvests of 1926-27 were disappointing. It has become the fashion to speak of the remarkable succession of favourable monsoons which India has enjoyed for the last four or five years and of the prosperity arising therefrom. So far at least as this province is concerned, such talk is somewhat misleading. The diagram opposite shows the principal agricultural crops of Bihar and Orissa, and how each of them has fared in the last four harvests. It will be seen that only one or two crops have yielded even a normal outturn during the whole of this period, while anything in the nature of a " bumper " crop has been quite unknown. On the other hand, there has been no serious failure of any important crop, and it is a great advantage to have been spared the violent fluctuations in outturn which are so frequently met with in this country. Apart from the effects of floods in Orissa, there has been practically no economic distress, and the condition of the agricultural population is on the whole satisfactory. There has been no lack of employment for agricultural labourers, and the stocks of food grain in the province at the end of the year were reported to be generally sufficient. The price of almost all these grains, however, has been steadily rising for some years.

Cost of living.

For some years past the department of industries has published monthly index numbers in the provincial Gazette, showing the rise and fall in the cost of living for the working classes at a number of typical centres. In these tables regard is had to the four indispensable

Diagram showing the outturn of the principal crops of Bihar and Orissa in the last four years (the figures in brackets represent the normal produce)



commodities of ordinary existence—viz., food grains, other articles of food, lighting and fuel, and clothing. The figures for 1926-27 show that, owing to dearer food grains, the general cost of living at Patna, Muzaffarpur and Monghyr was higher than in the previous year. At Jamshedpur, Jharia and Cuttack it remained almost stationary, and at Ranchi there was some decrease. Throughout the province there was a substantial fall in the cost of clothing, while other articles of food, lighting and fuel were also generally cheaper. Assuming that there has been no change in the standard of comfort, the cost of living to-day varies at these centres from 50 to 82 per cent. in excess of the pre-war cost. As is to be expected, the most expensive places in the province are the large industrial centres of Jharia and Jamshedpur, where economic features other than a mere fall in the value of money are at work to make existence more costly.

Emigration.

An interesting side-light on the general economic prosperity of the province is to be found in the incidence of emigration to the labour districts of Assam. During the twelve months ending in June 1927, the total number of such emigrants from this province (including the Feudatory States) was 16,475. This represents an increase of nearly 3,000 over the previous year's figure, and is the highest that has been recorded for some time. The greatest increase in emigration occurred in the district of Ranchi, doubtless owing to the failure of the lac harvest there. There was an appreciable fall in the number of persons recruited through the Sambalpur agency, which was in recent years the biggest recruiting centre of the province, serving as it does not only the district of Sambalpur but also several of the neighbouring Feudatory States. This decrease is attributed partly to a favourable harvest, partly to the local demand for labour created by the construction of a new railway, and partly to the fact that the heavy recruitment in past years is beginning to exhaust the supply of surplus labour.

Floods in Orissa.

Floods again caused serious damage in the three coast districts of Orissa. The special feature of the floods in 1926-27 was that nearly all the numerous rivers which drain in that direction were in flood almost simultaneously on three separate occasions. There was a very high flood in the third week of August, followed by a moderate flood early in September, and finally another high flood in the third week of that month. Owing to the lateness of the monsoon, the transplantation of the winter rice crop had been carried out only a few days before the advent of the first flood—in some

places, indeed, it had not been carried out at all. The crop was thus not in a condition to withstand even a moderate inundation. The total area in which there was severe damage is estimated to have about 240 square miles, while a further area of 340 square miles was affected in a lesser degree. Embankments were breached in about 200 places. Apart from the damage to crops, embankments and roads, the destruction caused by the floods was not great. In Balasore no lives were lost, and no cattle. Stocks of grain to the value of about Rs. 15,000 were injured, and 914 houses were damaged. In Cuttack fifteen persons lost their lives and about 3,000 houses were badly damaged. The loss of cattle and stocks of grain were slight. In the district of Puri no lives were lost, no cattle were drowned, and the damage to houses was very small. It is satisfactory that the floods were not followed by a cholera epidemic in any of these districts.

Relief measures.

The first concern of the local officers was to organize rescue parties and to relieve the immediate distress by distributing food and, in some cases, cloth also. The poorer people were given money to assist them in rebuilding their houses. About Rs. 10,000 was expended by Government on gratuitous relief, apart from payments made by non-official agencies. These early measures were followed by the prompt distribution of *taccavi* loans to enable cultivators to make good their losses either by retransplantation of the paddy or by sowing *rabi* crops. More than Rs. 5 lakhs was thus distributed in loans, and this was the most important factor in alleviating the situation. The flood-affected areas were visited in the second week of November by the Revenue Member of Government, while the Governor himself toured in the districts of Cuttack and Puri in December and was able to acquaint himself at first hand with the conditions prevailing. It is gratifying to record that the efforts of the local officers to deal with a difficult situation were better appreciated by the press and public. In the previous year they had been subjected to some unwarranted attacks, but these were not repeated.

Diversity of agricultural conditions.

Mention has already been made of the diversity of population in Bihar and Orissa. The diversity of agricultural conditions is even more remarkable. The distribution of rainfall in the western portion of North Bihar is not nearly so favourable as in the eastern portion; but the advantages derived from this circumstances by the latter area are, to a large extent, negatived by the vagaries of the Kosi river, whose movements it

is impossible to forecast, but which can be relied on to inundate large tracts of country every year. South of the river Ganges, the western area irrigated by the Son canals is quite distinct from that irrigated, and to a great extent flooded, by the streams to the east; while the high southern bank of the river, bounded by the East Indian Railway line, is peculiarly suited to the cultivation of fruits and vegetables but is, for the most part, insufficiently watered for rice-growing purposes. The Orissa delta is more or less homogeneous; but the hilly country which separates this delta from Bihar proper lies at two separate elevations, which from the agricultural point of view are sharply distinguished. In the Santal Parganas and among the spurs of Chota Nagpur, maize, sugarcane and cold-weather crops possess an importance which is altogether lacking on the Chota Nagpur plateaux and in the hilly parts of Orissa. Thus, a cultivator transported from say Hazaribagh to one of the districts of North Bihar would find himself completely at sea. He would probably find difficulty in recognising many of the crops grown in his new habitat. Rice would (of course) be familiar to him, but it would be quite a different variety of rice, cultivated in a strange soil, and irrigated by an entirely new system. This is one of the primary difficulties with which the Agricultural Department has to contend: the methods of cultivation, manures and varieties of crops which are found to answer best in one district may be entirely unsuitable in another.

Uneconomic holdings.

Another big difficulty is presented by the prevalence of the peasant proprietor, with his uneconomic small holdings. The size of these holdings is primarily governed by the laws of inheritance, which provide for the partition of landed property among the members of a family. In some of the districts of North Bihar the incidence of population to the square mile is higher than in almost any other part of India, and the pressure of the population on the soil in these areas has reached its extreme limit, so that there is virtually no waste land left for the extension of cultivation. Consequently the subdivision of holdings is attended by continuous reduction in the area available for the support of each family. Already the size of the average agricultural holding is too small for economical cultivation; and, so long as the system of partition continues and there is no general stream of emigration into industrial employment, matters must go from bad to worse. A partial remedy lies in increasing the productivity of the soil, and this is one of the main pre-occupations of the Agricultural Department; but it cannot, by itself, provide a permanent solution of the problem.

Government farms.

The Agricultural Department has its headquarters at Sabour, near Bhagalpur. The province is divided up into four main ranges, each under the charge of a Deputy Director, and with headquarters farms at Sepaya, Gaya, Ranchi and Cuttack. There is also a fifth farm at Sabour as well as one at Purnea, managed by the trustees of a local fund under the advice of an Assistant Director. In addition to these main farms, it is the intention that there should eventually be a small experimental farm in each subdivision of the province. Several of these are already working, but the rate at which new farms can be opened is limited by financial considerations and by the time required for training the necessary staff. These small farms are of the utmost importance for carrying out experiments with new varieties of seeds and manures designed to meet local requirements; and as centres for the organisation of demonstrations on the lands of the neighbouring cultivators. In 1925-26 land was acquired for starting one of these farms near Laheriasarai, and building was begun on a site previously selected in the Aurangabad subdivision. Five new sites were approved during the year, but owing to shortage of funds provision could only be made for one of these in the budget for 1927-28. The financial difficulty, though serious at present, is one that it should be possible to overcome. The Director of Agriculture points out in his annual report that the scientific work required in order to realise the immediate objectives of the department need not cost very much, if it is scientifically planned with reference to economy. Indeed, an agricultural improvement is not an improvement from the farmer's point of view unless it pays, and the basis on which scientific work must build, if it is to effect such improvements progressively, must be the most economical known practice. Two of the small experimental farms are already paying their way, while several others are approaching this standard of economical efficiency; and there seems to be no reason why, with proper management, all the subdivisional farms should not follow suit before long. At present the inexperience of the staff is the main obstacle.

The staff of the Agricultural Department.

The department is heavily handicapped at present by shortage of officers, especially in the superior grades. Pressure of work threatens continually to turn the Deputy Directors into administrative officials, whose hands are so full with routine duties of correspondence and organisation that they have no time to get on with their real job, which consists in the supervision of

experimental work and the training of subordinates. It takes about eight years to train a recruit adequately for supervising the work in a subdivision, and many of the candidates selected resign before they have been fully trained. The insufficiency of the superior staff made it necessary during the year under review to check the expansion of the department's activities outside the farms themselves; with the result that such activities were largely confined to the immediate neighbourhood of farms and to areas in which the co-operative movement is well-developed.

Manures.

The introduction of artificial manures, which has been so important a feature of the department's work in the last few years, affords an unique opportunity to the co-operative societies, which under existing conditions are the only conceivable means of distributing these manures satisfactorily. The potential demand for them is enormous, but it cannot be made effective without the help of some village organisation. A new manure, called ammophos, was tried with extremely good results over large areas in South Bihar. The application of one maund per acre of this manure, costing about Rs. 10, has resulted in increasing the outturn of paddy by from 6 to 11 maunds of grain and from 20 to 27 maunds of straw per acre. This means a profit of from 100 to 300 per cent. and a possible addition of at least 50 per cent. to the yield of rice in South Bihar. The world's consumption of nitrogen for manure doubled between 1921-26, and the effect can already be seen in the fall in the prices of sugar and wheat. There is little doubt that a general decline in the price of food-stuffs will follow its extended use.

New varieties of crops.

The selection and testing of new varieties of seeds is being continued. A promising variety of paddy is " Latisal, " which was obtained from the Assam Agricultural Department. It is a late variety with short strong straw, and an attempt is being made at Sabour to hybridise it with "Dahia ", an early variety with short weak straw—in the hope of obtaining a mass of material from which varieties suitable to a great range of conditions may be selected. Experiments were also carried out with new varieties of wheat, gram and *rahar;* and some of these gave promising results. Fodder crops are a special subject of study on farms where breeding herds are kept. Another problem which has been receiving attention is that of finding crops for the flooded tracts in Orissa. A special farm, on a site which is regularly flooded by the Mahanadi river, is being opened at Anantpur in the Cuttack district for the study

of this problem. The land for this farm was presented to Government by the Maharajadhiraj of Burdwan. Meanwhile investigations have been in progress for some time on the headquarters farm at Cuttack, which is itself liable to destructive floods.

Improved methods of irrigation.

The development of irrigation by high level contour bandhs in the hilly tracts, and by the improvement of wells and water-lifts in the alluvial tracts, is one of the most important sections of the department's work. In Chota Nagpur experience in the making of contour bandhs is accumulating and their potential value is enormous, but difficulty in the amalgamation of the petty interests concerned makes progress slow. The work of boring wells shows satisfactory progress under the reorganised staff of the Engineering section, and considerable experience is being obtained of 8½ inch borings with strainer tubes. The fitting of ball-bearings to the "Rahat" pump has greatly reduced the strain thrown on the bullocks, and has increased the popularity of the pump among cultivators accordingly.

The Veterinary College.

Easily the most important event in recent history of the Civil Veterinary Department has been the final acceptance, by Government and the Legislative Council, of the proposals for the establishment of a Veterinary College at Patna. Hitherto all the subordinate staff required for veterinary work in this province has been trained at the Belgachia College in Calcutta. Not only is it difficult to get young men to go there, but investigation shows that a college at Patna could probably be maintained at a cost little greater than the contribution paid to the Government of Bengal at present. And there are many other solid advantages in having our own provincial college. The foundation was laid by Sir Henry Wheeler two days after the close of the year under review. The college—second only to that at Lahore in size—will contain a large laboratory and will be fully equipped for investigating the numerous obscure diseases which prevail.

The Phulwari Cattle Farm.

Work was started during the year on the Phulwari cattle-breeding and dairy farm. This farm will be attached to the new college, and here students will receive a practical training in animal husbandry and allied subjects. But its primary object is to breed bulls of a milking strain for distribution in the villages. The excavation of the tank and irrigation channels were completed in 1926-27, and some progress was made with the construction of

the farm buildings. A few cows and bullocks were purchased and the dairy was opened in the last week of February, milk being supplied to the local residents. The farm covers an area of about 640 acres, and, pending the arrival of ploughs and other agricultural implements, a portion of this land was settled with local raiyats under the *batai* (half-share) system for the cultivation of fodder crops.

Cattle-breeding.

There are few things more vital to the economic prosperity of the province than a satisfactory solution of the cattle-breeding problem. Bihar and Orissa can claim a high place among the provinces of India in regard to the number and quality of its cattle. Unfortunately many of the best cows are exported to Bengal and Assam yearly and other industrial areas for the purpose of supplying milk there. It would clearly be a great advantage if arrangements could be made to provide the milk for latter areas and to retain the cows for breeding purposes. Early in 1925, a small expert committee was formed to enquire into the condition of cattle of this province and to advise how it could best be improved. Its main recommendation was that Government should try to achieve this object by a process of selection, with the ultimate object of evolving a satisfactory dual-purpose animal. This recommendation was accepted by Government and steps will be taken to give effect to it as soon as the cattle-breeding farm at Phulwari is properly started. It has also been decided to establish a buffalo herd at Sepaya and to extend the existing farm at Cuttack with the object of producing a dual-purpose animal. The purchase of buffalo bulls for breeding purposes will be carried out by the Agricultural Department, but the Veterinary Department will be responsible for their distribution. Government are prepared to make over these animals to district boards, on condition that the latter will undertake their maintenance. The district boards are at liberty either to keep them at veterinary hospitals or to arrange with private persons to keep them. The boards of Patna and Shahabad districts have already availed themselves of the facilities thus offered.

Cattle disease.

Much havoc is caused in the province every year by the outbreak of various cattle diseases, the most important of which are rinderpest, haemorrhagic septicaemia, black quarter, anthrax and foot-and-mouth diseases. The year 1926-27 was healthier than usual, and the total number of outbreaks fell from 6,408 to 5,151. Four out of every five of these outbreaks were attended by veterinary officers. Out of 111,924 animals affected by these epidemics,

9,179 died. These figures are encouraging, particularly as regards the rate of mortality, when compared with the corresponding figures for 1925-26. In that year 116,872 animals were affected and there were 16,275 deaths. Foot-and-mouth disease, which has always been wide-spread in this province, was more prevalent than ever and affected all districts without exception. This disease alone accounted for 3,287 outbreaks and attacked no less than 93,739 animals. Very few of these, however, died. Rinderpest and haemorrhagic septicaemia between them claimed more than 90 per cent. of the total number of victims, but neither of these diseases was so wide-spread or virulent as in recent years. There were, however, two severe outbreaks of rinderpest in the district of Patna, which made their appearance in September and lasted for two months in spite of the preventive measures taken. One of these outbreaks occurred in Bankipur town, where it affected the municipal cattle, particularly those of the Tayler breed. The other was at Dinapore, and the cantonment there had to be declared a " prohibited area " by the military authorities until the outbreak subsided. Only 94 deaths were reported from the canine disease of rabies; but these figures do not reflect the actual prevalance of this disease. Rabies is absolutely fatal to all animals and to man, when once the symptoms have developed; yet little attempt is made to keep down the main source of infection—the pariah dog. The question of introducing licenses for dogs was brought forward during the year, but local bodies showed no enthusiasm. The attitude of the general public towards this fatal disease also continues to be apathetic.

Inoculation of cattle.

During the year 147,731 cattle were protected against contagious diseases by inoculation. Some idea may be gathered of the value of the protection thus afforded from the fact that, out of 62,280 animals inoculated against rinderpest, only 166 died of the disease. The cattle chosen for inoculation are those directly exposed to infection during the progress of actual outbreaks, which makes these figures still more remarkable. Similarly, 78,833 cattle were protected from haemorrhagic septicaemia, and only 28 succumbed.

Veterinary hospitals and work in the muffassal.

The number of veterinary hospitals in the province was increased during the year from 30 to 31 by the opening of a new hospital at Giridih. There is a steady increase in the volume of work carried out at these institutions, which proves that the people are learning to appreciate them more. The number of fresh patients treated in 1926-27

rose from 40,831 to 46,336; in addition to this, 1,612 castrations were performed and medicines were supplied for 6,506 cases not brought to hospital. The castration of animals by the Burdizzo method was introduced during the year and is being actively carried on. The figures cited above do not take into account the work carried out by veterinary assistant surgeons on touring duty. These officers treated as many as 109,187 fresh cases, representing an increase of about 30,000 on the number treated in the preceding year. More than 58,000 villages were visited by them in the course of their tours. It is unfortunate that very few district boards have yet seen their way to increase the number of their touring officers, in spite of the financial assistance offered them by Government. As a whole, these local bodies are sympathetically disposed towards the work of the Veterinary Department, but they do not appear to appreciate the necessity of having an adequate staff. There is no doubt that at present the area under the control of each veterinary officer is too large, with the result that he cannot establish that intimate contact with the rural population which is essential if he is to carry out his work of propaganda effectively.

Cruelty to animals.

A particularly gratifying feature of the year was the greater attention paid to the prevention of cruelty to animals. The number of cases sent up for trial increased from 424 to 617. The work accomplished in the Patna City municipality was especially noteworthy. An inspector was appointed under the Act, and rules for administering it within the municipal area were drawn up in consultation with the district authorities and submitted to the municipality for approval. As a result of a special campaign lasting 2½ months, 172 cases of cruelty were detected in this area, and all of the offenders were convicted. A marked improvement in the condition of *gari* and *ekka* ponies is already observable.

The canal systems of the province.

From the cultivators' point of view, the canal systems of the province serve a two-fold purpose: they irrigate their fields and protect them from flood. To a limited extent also they are used for navigation. There are four major systems, known respectively as the Son, Orissa, Tribeni and Dhaka canals. They are all still classed as non-productive, though the Son system is now approaching the standard of a productive work. In 1926-27 this system brought in a return of 6.78 per cent. on the capital outlay exclusive of interest charges—which is the best result yet achieved. The other three systems hardly bring in enough to cover the working

expenses. The local Government have to pay to the Government of India the annual interest on their share of the capital outlay on all these canals, but the working expenses, together with the receipts, are the concern of this province alone.

Their use for navigation and irrigation.

Navigation is confined to the Orissa and Son Canals. Even in these two systems the canal transport is limited, having been largely superseded by the extension of the railway. The navigation tolls realised in 1926-27 amounted altogether to Rs. 1,37,566. But the chief functions of all these canals is irrigation, and when the rainfall is below the average the demand for canal water is most insistent. Over a quarter of a million acres are irrigated annually by the Orissa canal, while the Son canal irrigates an area twice as large. The Tribeni and Dhaka systems are much smaller, and the total area irrigated by them in 1926-27 was 94,410 acres.

Embankments.

Apart from the canal embankments, there is a series of purely protective embankments in various parts of the province, whose purpose is to confine rivers within their banks or to secure the low-lying country against the risk of floods. The total length of such embankments maintained by Government during 1926-27 was over 766 miles, and the money spent on them amounted to Rs. 3,14,729. Most of this was devoted to ordinary repair work and making good the damage caused by floods.

Forests.

The agriculturist in many parts of the province, particularly in Chota Nagpur, Orissa and the Santal Parganas, is dependent for many of the requisites of daily life on the forests which adjoin his village. Thence he obtains the timber for his agricutural implements or for building his houses; there he grazes his cattle; and thither he goes to collect firewood or the jungle grasses. In time of scarcity he falls back on the fruits and edible roots which grow there. Happy does he count himself if the *sirkar* has not laid its hand on the forest that borders on his home. The cultivator who dwells in the vicinity of a Government forest finds himself hedged in with a host of seemingly capricious restrictions. During certain months of the year his cattle may not graze there at all, and at other times his oxen and buffaloes are allowed in, while the sheep and goats are excluded. He is required periodically to shift his grazing ground. There are some forests in which he may not even collect leaves and brush-wood, while in others the lopping of branches and the felling of trees are either prohibited or allowed only on

the production of a permit, specifying the size and description of the timber that may be cut, the locality from which it must be taken, and the period for which the permission holds good. It is not altogether surprising that to the ordinary raiyat the activities of the Forest Department mean but one more source of vexation in the daily round of existence. To the more educated classes they too often mean nothing at all. Yet, if there are few departments of Government whose activities are so little understood, there is perhaps none which stands in greater need of appreciation and support.

Aims of the Forest Department:

The primary object of the department is to meet the immediate requirements of the agricultural population, and at the same time to safeguard the welfare of their descendants. Secondly, it has a purely commercial aspect, which is of vital importance in expanding the financial resources of the province; and on this side its business is to conserve, develop, and exploit the timber supply of the produce, and to foster the growth of new provincial industries. In Bihar and Orissa, the forests under the direct charge of the Forest Department comprise some 3,000 square miles, of which about 1,000 square miles are "protected" and the remainder is "reserved." In addition, there are roughly 1,000 square miles of protected forests in the charge of civil officers; so that, in all, the forest area controlled by Government represents approximately 4½ per cent. of the total area of the province. This is a very small proportion; for other countries which have similar problems to face find that no less than 15 per cent. is necessary to meet their requirements for timber supply and agricultural purposes. Of course, apart from the Government forests, there are large tracts of privately-owned forests throughout the province, which go a long way to meet the current demands; but these tracts are generally overworked and are rapidly deteriorating. Fortunately, however, extensive areas of good forest are to be found in the Feudatory States of Orissa, and these are being managed by a qualified staff under the control of the Agency Forest Officer. Their output is in excess of local requirements, and the surplus finds its way into the agricultural districts of the province and thus helps to relieve the situation.

and the materials on which it has to work.

Forest denudation.

In addition to the direct benefits which the agriculturist derives from the forest, it has been established that the volume and distribution of rainfall are affected by the prevalence of vegetation on the country

below, and the clearance of this vegetation on a large scale results in a loss of moisture to the surrounding fields and consequent sterility; further the preservation of forests exercises a powerful influence in arresting floods and land erosion. These two considerations alone constitute a strong argument against the denudation of forest areas. Yet many persons are so beguiled by the temptation of immediate gain that they will hand over their forests to the indiscriminating axe of the contractor. Other landlords, exasperated with the difficulties of exercising an adequate check over the jungle rights of their tenants, are practically engaged in a race with the latter to see who can get the most out of the forest before it is entirely demolished. This reckless policy has been followed most freely in Chota Nagpur, where the wooded plateaux of a generation since are giving place on every side to barren plains and hill-sides. Already the scarcity of firewood is apparent from the increasing use which is made of cow-dung for fuel; and, unless preventive action is taken, there is an imminent danger that the majority of private forests in the province will ultimately disappear, or at least be unable to supply any thing but small poles, grass and grazing. It was to meet this danger that a scheme was drawn up by Government for the acquisition of selected areas of private forests, and provision was made in the budget for 1927-28 for the initiation of this scheme in the district of Ranchi. The unfortunate fate which overtook this provision at the hands of the Legislative Council has been recorded in an earlier chapter—with the result that the whole problem of forest denudation is as far from a solution as ever.

The attitude of the department towards the raiyats.

A great deal of misunderstanding and in some places misrepresentation is current concerning the activities of the Forest Department which it is desirable to remove. While Government management necessarily entails restrictions and regulations, sometimes susceptible of conversion by subordinates into oppression and harrassment, it is not a fact that the legitimate rights of the villagers are extinguished when a forest passes into the hands of the department. The value of forest produce which is removed every year from Government forests, either at purely nominal rates or entirely free of cost, amounts to Rs. 150 in each square mile of forest. This is more or less equivalent to the net revenue accruing to the State from these tracts; and it is fair to say that half of the profits of the department are foregone in the interests of privilege-holders. So far as grazing facilities are concerned, only 28 per cent. of the total area of reserved forests

was entirely closed during the year under review in the interests of young forest growth; more than half of the total area was open to all cattle except sheep and goats throughout the year; and the remainder (with trivial reservations) was open to all animals without exception for at least a part of the year. In protected forests still greater facilities were provided. Only 9 per cent. of the total area remained closed; 32 per cent. was open for all animals throughout the year; and 59 per cent. was open for all animals except sheep and goats.

Protection against fire.

One of the most damaging influences to which the forests are subject is fire. The fight between the forest officer and fire never ceases, though the results fluctuate from year to year, largely with direct reference to the climatic conditions prevailing. Drought increases the damage; early monsoon rain decreases it. In the period with which this survey deals, climatic conditions were on the whole unfavourable owing to the lateness of the monsoon; but the ravages of fire were restricted to 32,401 acres out of a total area of 983,833 acres in which protective measures were employed. Most of the damage caused may be attributed to the reckless firing of adjoining forest and grazing areas by villagers. Owing to the high winds which prevail in the hot weather, it is difficult to prevent these fires from spreading to Government forests. But the whole system of fire protection now calls for revision in order to meet the requirements of modern working plans.

Forest roads and buildings.

A good system of roads and a chain of rest houses is essential for the adequate protection and inspection of forest areas. The department has in hand a programme which aims at improving the existing forest communications and the accommodation of its staff. This expenditure will be of the greatest assistance in the commercial exploitation of the forests. During 1926-27 twelve miles of cart road were constructed at a cost of Rs. 18,957, and 61 miles were aligned for subsequent construction. A further sum of about Rs. 35,000 was spent on the repair of existing roads and bridle paths. To the construction of new buildings, Rs. 53,824 was devoted, while repairs accounted for Rs. 21,711 more.

Financial results.

The financial results of the department's work in any given year cannot be accurately exhibited. For one thing, it has already been noticed that a large proportion of the net profits of the forest produce is appropriated

by privileged villagers and other concessionaires. Again, much of the annual expenditure is really in the nature of capital investment. The net revenue reported for the year 1926-27 was only Rs. 35,686. In the previous year it had been Rs. 2,63,948; but the wide difference between these two figures is largely explained by the fact that a payment of Rs. 1,75,000 was made during the year under review to the proprietor of the Porahat estate on account of the forest profits due to him for the quinquennium ending in March 1926. As it is not desirable that the annual accounts of the department should be subjected to such violent fluctuations, it has been decided that in future some payment should be made every year to this proprietor, the amount being based on the figures of the previous year, subject to final adjustment at the end of the quinquennium.

Forest activities during 1926-27.

A brief account may be given of the more important activities of the department during 1926-27. The scheme to exploit the surplus bamboo areas in Angul has now taken definite shape, and two firms have made inquiries from Government with a view to obtaining concessions there. Negotiations are in progress and no lease has yet been granted. The scheme of planting selected areas with lac hosts, commenced in the previous year, was continued, and a further area of 202 acres was planted at a cost of just over Rs. 10,000. The casuarina plantation at Puri was extended by the acquisition of another 1,046 acres. This project has been undertaken to meet the increasing demand of Puri town for firewood, and it is hoped that substantial profits will accrue to the department from this demand. Air seasoning experiments were carried out on timbers at Ranchi, and valuable data are expected from these experiments. Sleepers of various untried species were sent during the year to the Forest Research Institute at Dehra Dun for treatment and trial. Experimental exploitation of half round M. G. *sal* sleepers and pit props was undertaken by the department in the Kolhan and Sambalpur divisions, with successful results; and schemes are being formulated to exploit pit props on a larger scale. The problem of finding markets for other timbers and forest produce continues to engage the attention of the department.

Land revenue administration.

This chapter has been devoted mainly to economic problems arising out of the land, and it may be concluded with a brief account of the land revenue administration of the province during the year 1926-27. The large majority of the estates

in Bihar and Orissa are permanently settled, their number last year being no less than 106,642. Compared with this total, the number of temporarily-settled estates—viz., 12,908—is very small. In addition to the above two categories, there is a third class of estates managed directly by Government; and in this class 341 estates were included in 1926-27. The grouping under these three heads varies little from year to year, but there is usually a slight increase in the total, due to successful applications for partition and the opening of separate rent accounts. It has already been remarked that the whole system of land revenue administration in this province is rendered more complex by the multiplicity of its tenancy laws.

Relations between landlord and tenants.

The relations between landlords and tenants pursued a normal course during the year. North of the Ganges little friction was reported, except in Muzaffarpur, where the prospect of settlement operations in the near future continued to cause many agrarian disputes, particularly over the question of *zirat*. South of the river conditions were less satisfactory. In Monghyr absentee landlordism and caste friction were provocative of some unrest, while in Gaya the prevalence of commutation proceedings still contributed towards a strained atmosphere. In the Kosi diara relations continued to be unsatisfactory, but it is hoped that the completion of settlement operations in this area will have a beneficial effect. In Orissa relations were on the whole fairly harmonious, except in portions of Balasore district.

Sources of friction.

The realisation of illegal exactions by the landlords, such as *abwabs* and *begari*, is undoubtedly on the decline, but it cannot yet be said that such practices are rare. Another source of friction is the determination of some of the lower castes to improve their social status; this has been discussed in an earlier chapter. Strained agrarian relations commonly lead to an epidemic of applications for the commutation of produce rent, while these applications themselves are often responsible for a further exacerbation of feeling. For several years the commutation of rents has been a serious problem in the districts of Patna and Gaya. The refusal by a landlord to accept rent, or to grant receipts for rent accepted, is a not infrequent cause of trouble, and for some years past tenants have therefore been permitted to remit their rent by money order. It was believed also that this system might obviate inconvenience to both sides. But little advantage has been taken of the

facilities thus provided, and there was a fall of about Rs. 90,000 in the amount remitted by money order during 1926-27. It is not very easy to explain the reason for this. During the year a new system was introduced for the payment of land revenue and cess by cheques on the Imperial Bank of India at those places where a branch of this bank has been opened. It will probably be some time, however, before the zamindars realise the advantages of this procedure.

Survey and settlement operations.

Another factor which exercises no small influences on agrarian relations is the work of the survey and settlement authorities. It is probably inevitable that their activities should have a somewhat unsettling effect for the moment, but in the long run both sides are much better off for a clear and impartial record of their respective rights and for a periodical revision of that record. During the twelve months ending in September 1927, original operations were commenced in 480 square miles of the Kosi diara tract in the districts of Purnea and Bhagalpur. For the greater portion of this area there exists at present no authoritative record-of-rights. Revision operations were continued in the districts of Santal Parganas, Balasore, Cuttack and Puri. During the year an area of 1,673 square miles was cadastrally surveyed, the records of 1,358 square miles were attested, and the records of 1,210 square miles were finally published. The rents of 448,031 tenants were settled. The possibility of employing aerial survey for cadastral work was investigated during the year. It offers the advantage of saving the raiyats from harassment and doing away with the necessity of dragging chains through standing crops. But at present, it would be more expensive than the ordinary method of survey.

Government estates in 1926-27.

The number of Government estates during 1926-27 was only 341 out of a total of 119,891, but they accounted for Rs. 21½ lakhs out of a land revenue demand of Rs. 156 lakhs for the whole province. The cost of their management in the year under review was 9.6 per cent. of the demand, and more than Rs. 1½ lakhs was expended in effecting agricultural and sanitary improvements, and the like. Considerable sums of money are disbursed also by Government, in its capacity as landlord, on the spread of primary education in these estates and on the improvement of their communications. The condition of *khas mahal* tenants during 1926-27 was generally satisfactory. Portions of the estates

in Cuttack, Puri and Balasore suffered severely from floods, and in Khurda rents were remitted to the amount of Rs. 2,256, while the payment of rents amounting to Rs. 11,255 was suspended. In Cuttack and Balasore the situation was eased by the distribution of *taccavi* loans. In Singhbhum tenants had a particularly good year, as both crops and employment were good. Emigration to the tea-gardens from this district practically ceased. During the year Government found it necessary to resume the property vested in the Patna City Improvement Trust, owing to the incompetence with which the Trust had managed its affairs. The property was formed into a *khas mahal* estate under the direct management of the Collector.

Trust, wards and encumbered estates.

There is another important class of estate of which Government, though not the landlord, has temporarily assumed the responsibility of management. This class comprises, first, trust and attached estates, administered by the Collector of the district; secondly, wards estates, administered under the Court of Wards Act, and managed either by Government officials lent for this purpose or by salaried managers; and thirdly, encumbered estates, taken over under the Chota Nagpur Encumbered Estates Act. The Court of Wards Act provides that the estates of families, minors, lunatics or persons declared by a civil court to be incapable by reason of physical infirmities of managing their own property, may be taken over by the Court of Wards; and under this Act a wide discretion is given to the Court to assume responsibility for the estates of persons who themselves apply to be declared disqualified. In the Chota Nagpur Encumbered Estates Act special provision is made for the taking over of estates which are in danger of extinction through the wasteful extravagance of their proprietors. At the commencement of 1926-27 there were altogether 93 estates under management, belonging to one or other of these classes. During the year no new estate was taken in charge, and 8 were released, leaving 85 estates under management at the end of March 1927. It is noticeable that there has been a steady fall in the number of these managed properties during recent years; for in 1921 there was as many as 135 estates under management. The decrease has occurred chiefly among the encumbered estates of Chota Nagpur, whose number has dropped during these six years from 78 to 48. This is partly due to the fact that a stricter standard has been imposed in deciding whether Government are justified in assuming the responsibility of management. Not a few of the properties taken over were found

to be so heavily weighted with debt that there was little prospect of setting them on their feet again within any measurable distance of time, and some of these have had to be released as hopelessly insolvent.

Their management during 1926-27.

The total current demand of all estates under management during 1926-27 was Rs. 53½ lakhs, but there was also a heavy arrear demand of another Rs. 23½ lakhs. The total collections amounted to 102·4 per cent. of the current demand. During the year a sum of Rs. 8·13 lakhs was paid to private creditors, and the outstanding liabilities of the estates remaining under management at the close of the year was rather more than Rs. 70 lakhs. The cost of management in these estates is slightly higher than in those held direct by Government owing to the special staff employed and the special measures necessary for the realization of arrears. In 1923 the limit prescribed for management charges was raised from 10 to 15 per cent. of the current demand, but this maximum has never been reached; in 1926-27 the percentage was 12·3. Apart from the liquidation of debts, the payment of rent and cesses to superior landlords and the ordinary expenses of management, the proceeds of these estates, while they are under administration, are devoted to the maintenance of the proprietor and his family, the education of wards and their minor relations (to which special attention is given), estate improvements, and charitable donations, particularly in the cause of education and medical relief. The Bettiah estate, with a current demand of nearly Rs. 25 lakhs, is easily the largest property under management at present. Other important estates are Ramgarh, Banaili (seven annas) and Narhan.

CHAPTER X.

Economic Problems—II.

Industrial statistics.

THE census of 1921 shows that, out of 34 million inhabitants of this province excluding the Feudatory States, about 2½ million are supported by industry and 1½ million by commerce. These figures include the village artisan and shop-keeper. Only 219,974 persons (or .6 per cent. of the total population) were employed in industrial establishments containing ten or more employees, and more than half of this number were working in mines. There are two very important industrial centres in this province—viz. Jamshedpur and the Jharia coal-field—but there is no commercial centre of any importance, and Bihar and Orissa suffers greatly from possessing no industrial or commercial capital. Patna used to be a distributing centre of some moment, but its *entrepot* trade was finally killed by the great war, and to-day it is of no more importance as a trading centre than Darbhanga or Bhagalpur.

The Department of Industries.

The increasing provision of technical and industrial education is both a political and an economical necessity. The department of Industries was created in 1920 to supervise this work more effectively, and at the same time to assist directly in the industrial development of the province. Critics are apt to complain that this department has little to show for the money it spends. They probably overlook the fact that about three-fourths of its expenditure is accounted for by educational institutions, and would have to be incurred under some other head if this department were not in existence. The total disbursements during 1926-27 were only just over Rs. 7 lakhs, out of which about 1½ lakhs were devoted to industrial development. This can hardly be regarded as an unreasonably large outlay. Nor is it fair to look for sensational results while the department is still more or less in its infancy.

The Bihar College of Engineering.

The Bihar College of Engineering was raised to its present status, and affiliated to the University, in July 1924. Applications for admission to the Civil Engineering classes were not so numerous this year as in 1925-26, owing to the fact

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that candidates were required to deposit an earnest fee along with their applications. At the Intermediate Engineering examination 22 students appeared and 13 of these passed, 5 being placed in the first division. There was no decrease in the number of applications for admission to the subordinate engineering classes, the candidates being more than three times as numerous as the vacancies. From these classes two students appeared at the annual examination of candidates from Bengal and this province for the Public Works Department, and both of them were successful. There are also classes for apprentices in mechanical engineering, but unfortunately it has proved difficult so far to attract a good class of candidates for these classes. Some 80 youths are being trained in artisan classes, and of these five passed out during the year and obtained satisfactory employment.

Orissa School of Engineering.

Until recently, the Orissa School of Engineering had taught up to the sub-overseer stage only, and any student wishing to qualify as an overseer had to go to Patna for a third year of training. In 1925 it was decided to teach the full course at Cuttack, and consequently a third year class was opened in July 1926. In the following spring the school presented its students for the first time for the subordinate engineering certificate, and they did remarkably well. Of the 29 candidates who sat for the examination, 22 qualified—7 being placed in the first division, 14 in the second and only one in the third. For the sub-overseer's certificate, 35 candidates were sent up, and 26 of these were successful. Since the close of the year under review classes have been opened in this institution for apprentices in mechanical engineering. Artisan classes had been started in 1925-26, and these expanded quickly, the number of artisans on the roll increasing from 26 to 75. Training is given in carpentry, smithy, fitting and polishing, and during the year orders were executed to the value of about Rs. 16,500.

The Tirhut Technical Institute.

The Tirhut Technical Institute was started in July 1925, and caters for the inhabitants of North Bihar. It has already achieved considerable popularity, as is evident from the fact that 146 applications for admission were received during the year under review. A significant feature of the work that is being accomplished in this institute is that, out of nine persons admitted in 1926-27 to the leather-working class, one was a Brahmin and five were Kayasthas, who would ordinarily be prevented by caste scruples from engaging in work of this nature. The artisan classes

are making fairly good progress, but, as at Patna, it is disappointing to record a lack of appreciation of the facilities offered by the mechanical apprentice classes. This is said to be partly due to the want of suitable hostel arrangements and partly to the inadequacy of the stipends granted.

Ranchi Technical School.

The year under review saw the introduction of mechanical apprentice classes at the Ranchi school also, the status of which has thus been raised to that of a technical institute. A new committee of management was formed, including representatives of the various firms which have agreed to take students for practical training. Arrangements were made to acquire fresh land for a playground and additional lecture halls, while the workshop buildings also are to be extended. This institution continues to do invaluable work among the aboriginal population of Chota Nagpur.

Mining education.

The continued depression in the coal industry was responsible for a further decrease in the number of students attending the mining classes at Dhanbad; and there were only 80 students on the roll compared with 120 in the 1925-26 session. Government has sanctioned the award of 20 stipends, and there was no dearth of Bihari candidates for them, but their educational qualifications were so poor that some difficulty was found in awarding all of these stipends. As a further measure of encouragement, special stipends for the third-year students have now been sanctioned, and travelling allowances at the rate of one anna a mile is granted to all those who have to attend the classes from a distance of more than three miles. Forty-seven students were qualified to sit for the sessional examination but only 38 of these actually attended and not more than 19 passed. Two excellent hostels for students have just been constructed—one at Sijua and another at Jharia, and it is to be hoped that youths of better calibre will now be forthcoming for training in this very important industry of this province.

Aided institutions.

The two most important aided institutions in the sphere of industrial education are the technical institute at Jamshedpur and the technical school at Jamalpur. The former continues to make good progress. During the year under review 15 students, who had completed their training, were engaged on five-year contracts by the Tata Iron and Steel Company. Six of these youths were Biharis. The Government of Bihar and Orissa bear about one-quarter of the total annual cost of this institute, and a fixed proportion of the

vacancies is reserved for natives of this province. Hitherto there has usually been a good deal of difficulty in filling up the seats thus reserved; but this difficulty was not so great in 1926-27. At the Jamalpur Technical School a new scheme for the education of the third class bound apprentices was introduced during the year and immediately proved popular. The progress of the second class bound apprentices was also satisfactory, and several boys sat for the City and Guilds examination.

State scholarships and stipends.

As in the two previous years, three State scholarships were awarded to enable students to go abroad for technical training. One of the selected candidates is being trained in mechanical engineering, another in the oil and soap industry, and the third in dyeing and printing. Six other stipends were granted to young men who were anxious to undergo industrial and technical training outside the province in such subjects as dairying, dyeing and poultry-farming. Reports received from the various heads of the institutions concerned show that our stipendiaries are doing quite well and justifying the allowances given to them.

Handloom weaving.

After agriculture, the handloom industry is the most important occupation of the people of this province. The extent of this industry is not generally appreciated. Probably few people realise that rather more than one-third of the cloth worn by the inhabitants of Bihar and Orissa is produced by the handlooms of their own villages. In Bihar proper the proportion so produced is relatively small, but in Chota Nagpur it amounts to one-half, while in Orissa it varies between two-thirds and three-quarters. The total output of the handloom in this province is valued at Rs. 5 crores annually, while its proceeds support no less than half a million people. There is a widespread impression that this industry must be dying out, because the handloom weavers cannot be expected to compete with the power loom, which can produce 50 to 60 yards of cloth a day. Such a theory does not appear to be supported by the facts, and the report of the Indian Industrial Commission shows that the worker by hand has actually gained ground during the last generation. But, despite this remarkable achievement, the industry is scattered and unorganized, and it badly requires assistance in the struggle to hold its own against organized competition. This assistance the Industries Department endeavours to give, and its efforts are chiefly directed towards teaching improved methods to the cottage weaver and obtaining for him the full benefit to his labour.

Demonstration weaving parties.

It has been established that the fly-shuttle sley enables the weaver of coarse cloth to increase his output by almost 100 per cent., and the department has concentrated largely on the introduction of these sleys. The province is divided for this purpose into ten circles, with a peripatetic demonstration party in each. They give practical demonstrations in the villages of the advantages to be derived from the new appliances, and fit them up in the houses of the weavers themselves. As a result of their efforts, it is estimated that nearly 13,000 improved looms have been introduced in the province in the course of the last six years. During 1926-27, the number of fly-shuttles introduced was 3,454, compared with 2,374 in the previous year. Apart from these fly-shuttles for the weaving and cotton goods, 15 looms for durry weaving, 31 dobbies, 4 frame looms for weaving honeycomb towels and 10 cottage warping and sizing sets were also introduced during the year under review. In many centres the new looms and their parts are now being manufactured by the weavers themselves with the help of the local village carpenters.

Dyeing demonstration.

The future of the handloom industry largely depends on the improvement of the designs used. Thus, the silk industry at Bhagalpur (to which reference will be made later) suffered a great deal from the cheap fugitive colours used by the local weavers. Recognising the important part that dyeing and calico printing must therefore play in the development of this industry, Government appointed a dyeing demonstrator, assisted by four mistries, to carry out actual demonstrations for the benefit of the weavers and to instruct them in the use of good fast dyes. Sulphur, indanthrene and napthol colours are among the dyes which this staff has been endeavouring to introduce in the villages, and more than Rs. 2,000 worth of these dyes were sold to weavers during the year under review.

Sericulture.

Another industry which the department has been trying to encourage is silk-rearing. It is estimated that there are about 44,000 acres of land under castor cultivation in the province; and if the leaves were utilised in breeding *eri* worms, the cultivators could supplement the income at present derived from the castor seeds by a further income from silk cocoons. The rearing of *eri* is a simple matter, when once it has been demonstrated, and can be carried out profitably on a quite small scale. It is now being taken up gradually in different parts of the province, particularly in Orissa. A small experimental mulberry farm has also been set up by the department

at Khunti, in the Ranchi district, with the object of demonstrating the possibility of producing mulberry silk. Investigations were also undertaken with a view to develop the rearing of tassar and the collection of tassar cocoons from the reserved forests of Government.

The Cottage Industries Institute.

The Cottage Industries Institute entered on the second year of its existence in March 1926. Its primary object is to conduct experiments aiming at the evolution of improved methods and appliances for the various cottage industries of the province. These appliances are tested, as far as possible, under conditions which will determine their suitability for the ordinary villager. A few young men, belonging mostly to the hereditary class of artisans, are admitted annually into this institute for practical training. There are nine separate sections, of which that devoted to weaving is the most important. The others are concerned with such industries as dyeing, knitting, toymaking, and the production of carpets and durries, tape and newar. There are also workshop and store sections, while the sale depôt at Bankipur does useful work not only in finding a market for the products of the various Government institutes, but also in advertising some of the other cottage industries of the province.

The Bhagalpur Silk Institute.

The main work of the silk institute at Bhagalpur consists in the designing and manufacture of new patterns in silk goods; and in this work it has achieved a great measure of success. Some 155 artisans were employed at the institute during the year and were given practical training in the use of up-to-date methods and labour-saving appliances. The institute also renders technical assistance to the outside public. Silk goods to the value of over Rs. 40,000 were produced in the institute during the year, and nearly Rs. 10,000 worth of goods were supplied against orders received from England.

Engineering.

One of the difficulties of the small capitalist in Bihar and Orissa is that he is often ignorant of machinery, and finds it difficult to get reliable advice. Again, after the machinery has been obtained and set up, its maintenance often presents difficulties to the small concern which cannot afford a competent engineer. In its engineering branch, therefore, the department of Industries acts as a consultant to small capitalists. It prepares estimates and lay-outs, undertakes erection and conducts periodic inspections. Though only a few years old this side of the department's work is rapidly growing in popularity. There is, indeed, great scope for it. Bihar, as a

particularly rich agricultural tract, offers excellent opportunities for the establishment of industries depending for their raw materials upon the produce of the land. Sugarcane, oil-seeds, paddy, pulses and wheat all offer inducement towards the growth of a vigorous milling industry to supply the needs of the adjoining provinces; and it is gratifying to see that there has been some expansion in late years in such enterprises.

Demonstration match factory.

The objects of the demonstration match factory set up by Government at Gulzarbagh are to prove that good matches can be manufactured profitably in India from Indian woods, to encourage private enterprise to develop this industry with such assistance as Government can provide, and to demonstrate the modern machinery employed. The factory has met with a good many difficulties, the most serious of which were the erratic supply of wood, its poor quality, and the lack of skilled labour to work the machines. From the beginning of September to the middle of December it was found necessary to close the factory down, and its future is still engaging the attention of Government. During the 192 days when it was actually working, it produced 17,604 gross of matches.

State aid to industries.

The State Aid to Industries Act furnishes another indication of Government's attitude towards the industrial development of the province. The year under review is the third year during which this Act has been in operation. Applications for various forms of State aid, such as loans and cash credits or supply of machinery on the hire-purchase system, are scrutinised by the Board of Industries, and, if possible, recommended to Government by that body. The intention is that such assistance should ordinarily be limited to cottage industries or to those which have not yet become firmly established. The first-fruits of this Act have been somewhat disappointing. Small concerns have not shown any great eagerness to take advantage of its provisions, while those industries which were given assistance in the two previous years have not always prospered. Eighteen applications for aid were received during 1926-27, and several of these were sanctioned, while some of the others are still under consideration.

Factory inspection.

Outside the Industries Department a special staff is maintained by Government for the inspection of factories. The main duties of this staff are to keep a strict watch on the conditions under which employees work, with special reference to such matters as working hours, sanitation, ventilation and lighting; to ensure that the fencing of

machinery is adequate; to investigate the responsibility for serious accidents, and to see generally that the provisions of the Indian Factories Act are being complied with. The term " factory " now includes all industrial concerns employing at least twenty persons, and all such concerns are compelled to get themselves registered by Government, while in special cases registration may be required even when less than twenty persons are employed. During 1926 there were 242 factories on the register. This is exactly the same number as in the preceding year. Actually 32 establishments were struck off the register or remained closed throughout the year, but 32 new establishments were registered in their place. The most interesting new addition was a jute spinning and weaving mill near Samastipur. During the year 186 factories were inspected, and many of these were visited by the inspectors more than once. The number of persons employed in all these establishments rose from 73,641 to 74,323. About 10 per cent. of these are women and children, and the total number of children employed was only 1,116. Three years ago the number was twice as large, and the reduction is doubtless due to the special restrictions which have been placed upon female and child labour and the obligation to obtain a medical certificate for any child who is employed.

Factory accidents.

The year was a particularly bad one for accidents. The total number recorded rose from 1,729 to 2,223; but even more unfortunate is the fact that the number of accidents involving loss of life (54) was more than twice the previous year's number (25), while other accidents classed as " serious " increased from 302 to 366. The failure of an electric crane in the iron and steel industry resulted in the worst accident that has ever occurred in a factory in this province. Some 60 tons of molten iron were discharged on to the ground and spread rapidly over a large area. Thirty-one unfortunate persons were unable to out-pace it, and 16 of these died from the burns which they suffered. Another serious accident, involving the death of one person and injuries to five others, was caused by sheer ignorance. The tank in a rice mill was so constructed that it was unable to resist the pressure of the water on its sides, and collapsed as soon as it was filled.

The mineral wealth of Bihar and Orissa.

Bihar and Orissa is richer in mineral wealth than any other province in India, and even in its present undeveloped state it produces minerals every year to the value of some £4,000,000. A few years ago a committee was appointed on the recommendation of the Legislative Council to investigate the possibility of developing these vast

resources, and to examine how far they could be utilised to augment the revenues of the province. The committee came to the conclusion that the exploitation of this wealth must depend, in the future as in the past, on private capital and enterprise; all that Government could do was to assist and encourage the private investor or qualified pioneer, leaving the provincial revenues to grow naturally with the expansion of industry. It must suffice here to give a very brief resume of the principal minerals which are to be found in this province on a large scale. The annual output of coal represents about 70 per cent. of the total output for India. Practically the whole of the iron ore produced in British India comes from Bihar and Orissa, and her output of this mineral in 1926 was over half a million tons. The fact that coal and iron ore are found in close proximity to each other in this province enhances their value enormously. But, curiously enough, the greater portion of the iron ore used at the Jamshedpur steel works is obtained from the mines of an Indian State. Seven-tenths of the world's mica supply is provided by India, and by far the greater part of India's mica is provided by Bihar and Orissa. The district of Hazaribagh alone produces nearly half of the mica in existence. In the district of Singhbhum there are valuable deposits of copper ore. Here large quantities of this mineral were being produced in recent years at a time when no other copper mines existed in India. The company working that particular belt ceased operations some time ago, but ore reserves in excess of half a million tons have been located at Musaboni in the same district, and extractions are now in progress once more. Nearly one-third of the limestone produced in India during 1926 came from the district of Shahabad, and minerals suitable for building purposes occurred in great variety and abundance in many parts of the province. Its clay resources also are considerable, though hitherto there has been little attempt to exploit them scientifically. China clay (kaolin) in particular is a product of considerable commercial value, and its importance has been increased by the recent discovery of its properties as a specific for cholera, though the quantity so used must of course remain very small.

The coal industry.

The Jharia coal-field is the most important in the province, and is still responsible for more than half of India's total supply, though it is noticeable that production in the Raniganj field (which this province shares with Bengal) has for some years past been increasing more rapidly than in Jharia. The continued depression in the coal trade led to the closing down of another batch of mines producing inferior grades of coal, but this did not affect the

total output appreciably. During 1926, 13.8 million tons of coal were produced in this province, compared with 13.9 million tons during the previous year. There was a considerable increase in the quantity exported, largely as a result of the coal strike in England. In happy contrast to the factories, there was a substantial reduction in the number of fatal accidents in mines.

Railways.

The development of railway communications is a vital factor in economic progress, and it is satisfactory to relate that the province is passing through a period of unwonted activity in this sphere. There was an addition of about 145 miles during the year under review to the open mileage of the major railways in Bihar and Orissa, and during the same period the construction of another 580 miles was either undertaken or sanctioned. Some of the new lines which are thus being opened up will be of the utmost value in developing the mineral resources of the province.

The co-operative movement.

It is fitting that this survey of the economic problems of Bihar and Orissa should conclude with some account of the co-operative movement. For the promoters of this movement hope and believe that therein lies the economic salvation of the masses of India and the ultimate solution of their various difficulties. Theoretically, there is some foundation for this claim; and, if the development of co-operation can be kept in the right channels, there is a great future before it. Unfortunately there are influences at work within the movement which militate against its successful development.

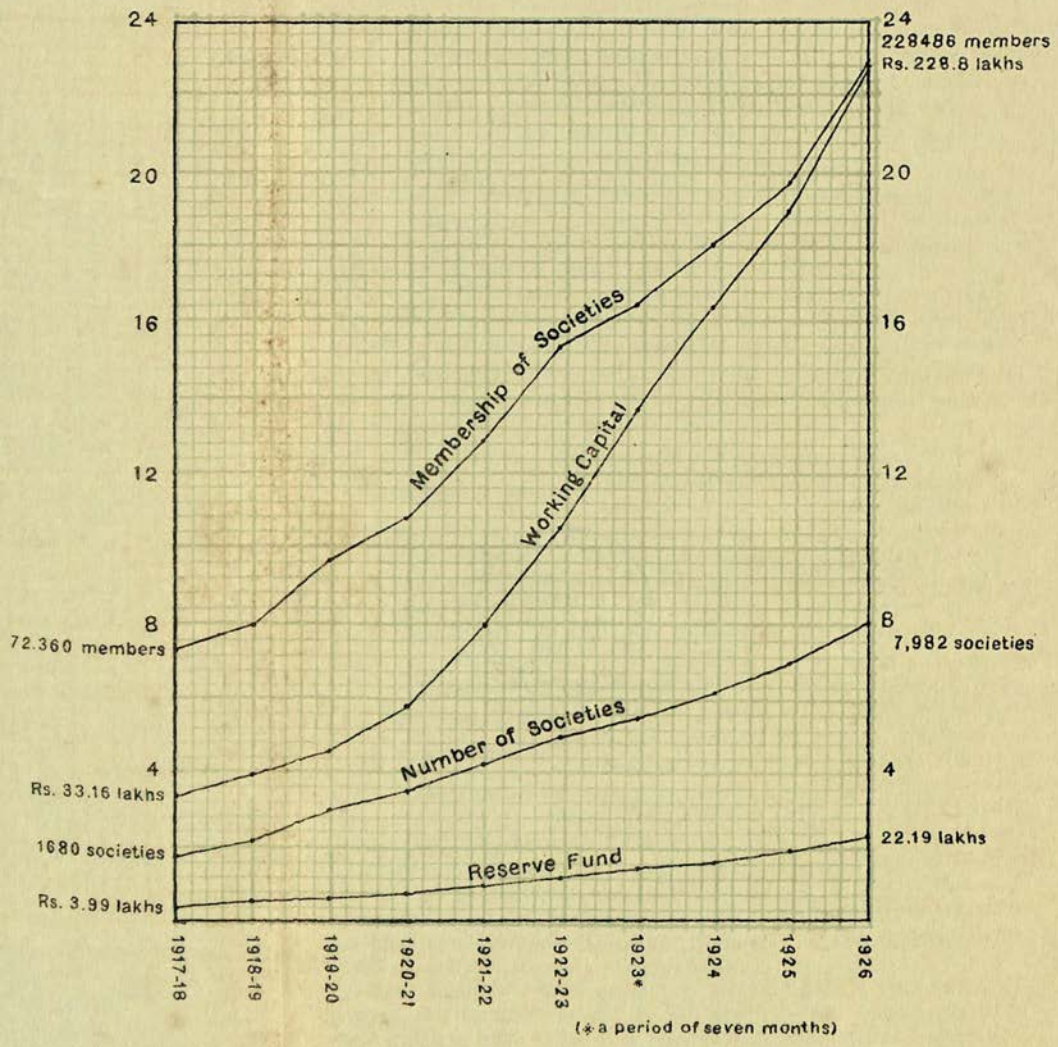
Its aims.

The most marked characteristic of the lower classes in India is not so much their poverty as their impecuniosity. They are caught up in the toils of prepetual indebtedness, from which it often seems that there is no way of escape. Primarily the co-operative movement is concerned in releasing them from this entanglement of debt. The first method by which it seeks to do this is by assuming itself the rôle of an indulgent money-lender, who is inspired with an altruistic regard for his client's welfare and a genuine desire to see him liquidate his obligations. Secondly, it seeks to inculcate ideals of thrift among its members, by teaching them to combine to work out their own salvation and by showing them a new conception of the common good. In all countries the inhabitants of rural districts tend to be at a disadvantage compared with town-dwellers. This is particularly the case in India, owing to the prevalence of illiteracy, ignorance and bad communications. But

LIBRARY
OF THE
BOMBAY
BRANCH
OF THE
ROYAL ASIATIC SOCIETY.

PROGRESS OF THE CO-OPERATIVE MOVEMENT.

(The figures relate to primary societies only)



these very factors, which emphasise the necessity for such an organization as the co-operative movement, make it extremely difficult to build up such an organization on sound lines.

Its progress.

The diagram reproduced on the opposite page gives an idea of the progress of the movement in the last ten years. It will be seen that capital is increasing faster than membership, being now roughly Rs. 100 to each member, compared with less than Rs. 50 in 1917-18. During the same period the aggregate reserve funds have grown to more than five times their former dimensions, which is a rate of progress nearly double that of membership. These figures should make for financial stability. They relate to primary societies only; the central societies, though comparatively few in number and with a limited membership, have a separate working capital of nearly Rs. 250 lakhs. The diagram shows that the standard of advance set by the preceding years was well-maintained in 1926. Indeed, there is some reason to fear that too much importance has been attached hitherto to more quantitative progress, and too little to the well-being of the existing societies. The time has come to call a halt and consolidate the ground that has already been won.

Central banks.

The apex bank of the movement is the Bihar and Orissa Provincial Bank. During the year under review, this institution continued to develop its resources, and increased its working capital from Rs. 47,00,000 to Rs. 51,00,000. The gross profits of this bank rose from Rs. 59,019 to Rs. 76,580. It has more deposits now than it actually requires, but, although it has reduced its rate of interest, fresh deposits are still flowing in freely. The most disquieting feature in the working of this bank was an increase in overdues from Rs. 24,000 to more than Rs. 1,50,000. Five new Central Banks were registered during the year, raising the total number of such institutions to 63. Although there was a substantial increase in all classes of capital, the profits earned by these banks fell from Rs. 3,51,931 to Rs. 3,44,041. Six of the individual banks worked at a loss. Reckless financing and mismanagement are mainly responsible for these discouraging results. In particular, it is reported that many banks unwisely go on accepting deposits of which they can make no use, with the result that they have to pay out interest on large sums of money which are lying idle. There is still a tendency also with some banks to issue heavier individual loans than they are justified in doing. This tendency, however, was

less noticeable last year. The collections of Central Banks from societies continued to be very unsatisfactory. The total amount due from agricultural societies during the year was Rs. 65 lakhs, out of which only Rs. 38 lakhs were recovered. The percentage of collection was therefore only 59, as against 63 in the previous year. In twelve banks the collection was less than 30 per cent.

Guarantee unions.

One of the chief problems with which the Central Banks are faced is the difficulty of controlling adequately more than a limited number of affiliated societies. One method by which it has been sought to overcome this difficulty, and at the same time to make the societies themselves more efficient, is by the formation of guarantee unions. The underlying principle of these unions is that at least 5 societies join together into a separate unit with joint security. The credit of the societies is thus mutually strengthened and the necessity for supervision lessened. During 1926 the number of these unions rose from 198 to 216, and one quarter of the total number of primary societies are now affiliated to one or other of them. Although many of these unions are undoubtedly doing excellent work, it has been found that some are unable to render a satisfactory account of their stewardship, and abuses have crept in unnoticed. Steps are now being taken to place the organisation of these unions on a better basis.

Village societies.

The stability of the movement really depends on the working of the village societies. If they are good, the foundations of the structure are sound; if not, it is built on sand. It must be admitted that, during the last few years, there have been ominous signs of deterioration among these societies. Each year most of the societies are classified, in audit, as A (model), B (good), C (average), D (bad), or E (hopeless). The percentage of societies classed under each of these heads in the last three years is shown in the table below:—

	A	B	C	D	E
1924	3·5	17	69·5	8·5	1·5
1925	5	15	68	10·3	1·7
1926	5	14·5	68·5	10	2

The downward trend in this classification, though not abrupt, is yet disquieting, and the total number of societies included in classes A

and B is much smaller than it should be. Moreover, the recoveries by the societies of the amounts due from their members can only be regarded as extremely poor. In 1925 the agricultural societies had not been able to realize more than 57 per cent. of their dues, and in 1926 this percentage dropped further to 56.6. It has now been decided that no new society should be registered, unless the Assistant Registrar concerned has satisfied himself that the preliminary work of organization has been carefully and adequately performed, and there is a reasonable chance that the society will turn out to be a genuine and successful co-operative institution. A further condition has been imposed that one manager should not be required to supervise more than 100 to 120 societies. In other respects the year's working showed more encouraging features. There was a substantial increase in the share capital and in the reserve funds of primary societies, and a larger proportion of the working capital is now furnished by the members themselves. This is a healthy sign. The societies showed a combined profit of Rs. 3¾ lakhs on the year's transactions, which is nearly a half a lakh more than the previous year's figure.

Agricultural societies.

It is natural that the vast majority of the village organizations should be in the nature of agricultural societies. Of these no fewer than 7,614 were working at the end of 1926, and they had a total membership of just over 200,000. It has been calculated that there is at present one society to every eleven villages of the province, excluding the Feudatory States, and one person out of every 110 is a member. This gives some idea of what remains to be accomplished. Some agricultural societies take the form of grain *golas*, where members deposit produce instead of cash, and can take loans for seed purchases against these deposits. The number of such *golas* at the close of 1926 was 93, and they are believed to be serving a very useful purpose. There is one dairy society at Bhagalpur, and this is doing well. Before starting other societies of this nature, however, it has been thought advisable to watch the progress of the Government dairy farm recently started at Patna.

Non-agricultural societies.

The non-agricultural societies in the province number only 368. Interesting as they are, therefore, they are still of relatively small importance, and it must suffice to give a bare enumeration of the different types. There are 57 fishermen's societies, and a number of others for artisans of different kinds, such as oilmen, blacksmiths,

carpenters, shoe-makers, tailors and bell-metal workers. Seventy-eight "credit societies" have been organised for salary-earners of different kinds, and these include a Secretariat Banking Society. A number of special societies were created for work among the depressed classes of the province, but this experiment has not been attended with very great success. The condition of the weavers' societies is also somewhat disquieting, and heavy losses were sustained by the weavers' stores at Bhagalpur. Some of the other societies of this type have been more successful. The history of co-operative stores generally has been somewhat unfortunate up to date, but restrictions have recently been imposed upon the establishment of societies of this nature, and better results may be forthcoming in future.

Some practical results.

The unique feature of this movement is that it forms a common meeting-place for all agencies of progress. The Agricultural, Education, Public Health, Veterinary, and Industries Departments all recognise in the village co-operative society a valuable means of getting in touch with the rural population and of prosecuting their different propaganda. One of the ways in which it can make itself particularly useful is by assisting in the demonstration of new and untried crops and manures. In some centres, the members are now beginning to interest themselves in village sanitation. Every year considerable sums of money are issued by the central banks as loans to individual societies at low rates of interest for carrying out various projects of land improvement, such as the construction of *bandhs*, the sinking of wells and the reclamation of waste land. During 1926 members were able to purchase 3,303 acres of land and to redeem 5,000 acres from encumbrances, while the number of cattle owned by them was increased by 23,000 head. These are practical achivements. The moral aspect of the movement is no less important than the material. The members of these societies are discouraged from indulging in unnecessarily lavish expenditure on marriages and other social ceremonies, which is so often the fount and origin of subsequent embarrassment. The promotion of temperance, the amicable settlement of disputes without recourse to litigation, the better treatment of untouchables, and discouragement of gambling and other bad habits are among the objects which this movement has before it, and in all these directions, it has met with some measure of success.

APPENDIX I.

A Short Summary of the Administration of Bihar and Orissa in 1927.

Changes in the Government.

Sir Henry Wheeler resigned his office as Governor of Bihar and Orissa on the 6th April 1927, and on the following morning Sir Hugh Lansdown Stephenson assumed direction of the affairs of the province. On the same date Mr. E. L. L. Hammond proceeded to England on short leave prior to taking up his appointment as Governor of Assam. His place on the Executive Council was filled by Mr. J. D. Sifton, formerly Chief Secretary, and the Maharaja Bahadur of Dumraon was appointed Vice-President of the Council. There was no change in the personnel of the Ministers, Sir Fakhruddin and Babu Ganesh Dutta Singh remaining in charge of the Transferred departments of Government, to the charge of which they had been reappointed after the general election in December 1926.

The Statutory Commission.

Political interest towards the close of the year naturally centred round the announcement of the composition, and approaching advent. of the Statutory Commission on the Reforms. This province did not make any very original contribution to the controversy evoked by the non-inclusion of Indians on the Commission, but the omission was vehemently denounced from press and platform, and many of the leading politicians hastened to range themselves on the side of those who advocate a complete boycott. There are some landholders, however, who have already followed the opposite lead given by the Maharaja-Dhiraj of Darbhanga. Among the Muhammedans there are divided councils. A few of the influential members of this community have identified themselves with the boycott agitation. On the other hand, there is no doubt that the bulk of the Muhammedans in the province are opposed to this policy. A mass meeting was held at Patna in the latter half of December, at which speeches were delivered by the protagonists on either side. This meeting eventually broke up in disorder, after a large majority of those present had signified their approval of a resolution condemning the boycott policy. It is significant, however, that the mover of this resolution accepted an amendment to the effect that the

Muhammedans would be prepared to reconsider this attitude if they could get from the Hindus an adequate assurance that their rights would be respected.

Communal dissensions.

It is impossible to record any improvement during these twelve months in the relations between Hindus and Muhammedans. The prevailing tension was accentuated at the beginning of the year by the murder of Swami Sradhananda, which created something of a sensation in this province as elsewhere. The Hindus in most of the large towns observed *hartals* in his memory, and there was an outbreak of rather excited oratory on the part of the Arya Samajists against the Muhammedan community. Matters were not improved by the presidential address of Dr. Moonje at the All-India Hindu Mahasabha, which was held at Patna in April. In this address, the tone of which was distinctly anti-Muslim, Dr. Moonje laid emphasis on *sangathan, atchudananda* and *suddhi*. He did not support the view that Hindu-Muslim unity was essential to the attainment of Swaraj, which in his opinion should be attained by the unaided efforts of the larger community. On the other side, little support was forthcoming from the Muhammedans of this province for the scheme of joint electorates. Sir Ali Imam did his best to enlist approval for this scheme, but his appeal fell for the most part on deaf ears. The *Rangila Rasul* judgment caused a good deal of heart-burning. Throughout the year reports were continually being received by Government, testifying to the acute tension which prevailed at different centres of the province. Grave outbreaks of rioting were fortunately rare, but there were many minor collisions between the two parties, and more serious trouble was again and again averted by the narrowest margin. During the Bakr-Id festival, Dinapore, in the district of Patna, was the scene of a serious riot, which owed its origin to the resentment of the local Hindus against the performance of *kurbani*. A mob of *Goalas* made a determined effort to pull down and burn a particular house in which sacrifice had taken place, while elsewhere a party of Muhammedans was attacked in the streets, one woman being killed and a man fatally injured. Failing in their attempts to pacify the mob, the authorities were compelled to fire a couple of rounds. One man was hit and subsequently died. Another of the rioters was shot by an aged Muhammedan *hakim* in defence of his house. The early arrival of a detachment of mounted police from Patna prevented the trouble from spreading. There were two or three other minor clashes during this festival, despite the precautions that had been taken to prevent them. Among these, mention may be made of an incident in a

village of Champaran district, where an attack on the local Muhammedans was attempted by a party of Hindus. The main party of the assailants were intercepted by the police, but a small party managed to get through. This party, however, was routed by the Muhammedans, and two persons were killed. The *Muharrum* was celebrated without any actual disturbance. In accordance with the policy adopted in recent years, this festival was boycotted by the Hindus in several districts, but it was reported from some places in which the Hindus had held aloof on previous occasions that they joined freely in the celebrations this year.

The Bettiah riot.

Any hopes which might have been built on the peaceful celebration of the *Muharrum* were rudely shattered by a disastrous communal riot at Bettiah in the following month. The occasion of this outbreak was a Mahabirdal procession. These processions, until recently, were very small and comparatively unimportant. But some three years ago, when it became the fashion to boycott the *Muharrum* festivities, the Hindu community in north-west Tirhut began to organise Mahabiri processions on a large scale, in order to compensate those of their co-religionists who had been in the habit of participating in the *Muharrum*. This step was deeply resented by the Muhammedans, partly because of the reasons which led to its adoption, and partly because the new processions reproduced many of the characteristics and paraphernalia of the *Muharrum* processions, including the carrying of *tajias* and *sipars*. This year the Mahabiri processions were organised on a large scale in various parts of the Champaran district, including Bettiah. The authorities were aware of the irritation which they provoked, and had insisted on certain changes in the form of the emblems to be carried in these processions, in order to differentiate them from the *Muharrum* emblems; and the leading Muhammedans had professed themselves to be satisfied with these changes. But the underlying feeling of resentment was not removed, and, when one of the *akharas* turned off from the main thoroughfare and proceeded down a lane in which stood a mosque, a collision occurred between the parties. After some preliminary skirmishing, a gun-shot was fired from one side or the other, and the rioting thereupon started in earnest. Guns were used by both communities, but the worst of the fighting was done with spears, *lathis* and *garasas*. The resistance of the Muhammedans was soon overcome, and thereafter the Hindus pursued them to their houses, broke open the doors, set fire to the thatch, and dragged out the inmates. The total casualties numbered eleven killed (out of whom ten were Muhammedans) and about

170 injured. It is a matter of congratulation that the rioting was restricted to Bettiah town and that the other parts of the district did not catch the infection. A substantial force of additional police has been posted at Bettiah. This occurrence inevitably contributed towards the exacerbation of communal feeling for the remainder of the year, and the outlook is still gloomy.

Mr. Gandhi's tours.

During the month of January Mr. Gandhi carried out an extensive tour in Bihar and Chota Nagpur. His presence generally attracted large gatherings. He kept to his usual topics of the *charkha*, better treatment of the untouchables, and the removal of communal hatred; and he concluded his tour by presiding at a convocation of the national college. From a financial point of view, his visit appears to have been only a qualified success. In December he paid a short visit to Cuttack, but left almost immediately to attend the annual Congress meetings in Madras.

Labour unrest.

Labour troubles during the year were more or less confined to two fields—the industrial centre of Jamshedpur and the Bengal-Nagpur Railway. The disaffection among the railway employees started in the workshops at Kharagpur, which was the scene of a serious riot in the month of February. From Kharagpur the trouble spread quickly throughout the line, and a considerable body of men went on strike for a period of over three weeks. Their demands were for better conditions of service, better pay and better housing. So far as this province was concerned, the strike was conducted without any violence, and gave rise to comparatively little inconvenience. The regular mail and passenger services were maintained without interruption, and a certain amount of goods traffic was also put through. Some difficulty, however, was experienced in the colliery areas in getting the coal away, and towards the end of the strike a shortage of supplies was beginning to make itself felt in the industrial areas. Later on in the year there was renewed friction with the employees of this railway, and at one time a further general strike appeared to be not improbable. But the Government of India intervened in the dispute, and the crisis was averted. Other railway systems were not directly affected by the misfortunes of the Bengal-Nagpur Railway, and an attempt to excite the sympathy of the employees on the East Indian line met with little success. This line, however, was involved in May in a small domestic dispute with the permanent way gangmen at Dinapore, and some 400 of these workers came out on strike for 4 or 5 days. In the month of January, Jamshedpur was visited by some representatives of the International Textile

Workers' delegation, who advocated the necessity of organising strong trade unions in India. Signs of unrest began to make their appearance in this centre shortly afterwards, and matters were not improved by a reduction of staff which was effected in some of the departments at this juncture, or by a proposal to substitute a daily wage system for that of monthly wages. A strike lasting twenty-four hours occurred in April in the Open Hearth and Gas Producer Department of the Tata Iron and Steel Company, and the friction in this particular department was not allayed for some weeks after. In the following month the Labour Union at Jamshedpur was busy considering certain proposals for the improvement of labour conditions, such as the introduction of a six-hour day and the abolition of the daily wage system. In September some men working in the Duplex plant struck work because one of their comrades had been handled roughly, and some bitterness was provoked at about the same time by the discharge of several British employees in the Sheet Mills (most of whom were ex-Service men) and the engagement of Americans in their place. All these minor incidents are symptomatic of a general feeling of unrest at Jamshedpur.

Legislative Council.

The third Legislative Council of the Governor of Bihar and Orissa assembled at Patna for its first session on the 13th January 1927. The general election had been held at the close of the preceding year, and was described in the summary of events during 1926. Of the elected members, 34 professed allegiance to the Swarajist party, while 5 others had fought the election under the "Independent Congress" banner. For all practical purposes these two parties joined hands as soon as the elections were over, and between them they number almost exactly half of the elected members of the Council. There is not yet any other party which could be described as organised. The new Council included 29 old members and 47 new-comers, not counting the nominated members.

There were two sessions during the year, in the course of which the Council met on 31 days. Nine of these meetings were devoted wholly, and one partly, to non-official business. Khan Bahadur Khwaja Muhammad Nur, who had presided over the deliberations of the old Council, was re-elected as President. His election was not unopposed, but he secured a majority of 19 votes over the Swarajist candidate. Babu Lakshmidhar Mahanty was elected to the post of Deputy President by a majority of 11 votes. There were four bye-elections during the course of the year, two of which were contested; but the results did not bring

about any change in the strength of the respective parties. Towards the close of the year the member for South Balasore was unseated on the ground of irregularities in the conduct of the electoral campaign. The resultant vacancy was not filled up until early in 1928.

Attacks on the Ministry.

Several assaults on the Ministry were attempted by the members of the extremist party. There were three different lines of attack. One aimed at the abolition of the whole system of dyarchy, and took the form of a motion for the omission of the Ministers' salaries. This was defeated by a comfortable majority of 18 votes. Another line of attack alleged that the two Ministers had violated the spirit of the constitution by consenting to be re-appointed before an opportunity had been given to the Swarajists to say whether they would accept office or not. This issue was raised in two separate debates—first, by way of opposition to a casual supplementary demand relating to one of the Transferred departments; and, secondly, by moving a nominal reduction in the Ministers' salaries as a vote of censure. In both debates, the Council dissociated itself, though by somewhat smaller majorities, from the view that the Ministers had acted in an unconstitutional manner. Finally, in the autumn session, a motion of no confidence was levelled against the Hon'ble Minister for Local Self-Government. The main criticism against him was that he had made an improper use of his power of nominating district board members. This attack likewise was unsuccessful.

Council questions and resolutions.

The number of Council questions asked during this period was 674, as compared with last year's figure of 451. Supplementary interpellations rose from 300 to 1,244. It is customary for a new Council to display considerable zeal in eliciting information from Government, and the rise in the number of original questions is not abnormal. But the tendency to heckle Government by means of " supplementaries " has not been indulged to the same extent by previous Councils. Fifteen non-official resolutions were discussed, and of these seven were adopted, six were withdrawn, and two were negatived. For the reasons explained in the course of the debates Government were unable to accept any of the resolutions which were eventually carried. Six, out of the seven, were pressed to a division, and in every case except one the majority was extremely small. The single exception was in the case of a resolution recommending the introduction of *khaddar* into Government offices " as far as practicable ". It was pointed out that *khaddar* was expensive, and that its adoption for the uniforms of constables

and peons alone would involve an additional cost of several lakhs of rupees; also that there was not a sufficient supply of good cloth of this description. Nevertheless, the resolution was adopted by 44 votes to 34. Among the other resolutions adopted was one in favour of withdrawing certain notifications declaring the division of Chota Nagpur to be a " backward tract ". The effect of these notifications is that the district officers in Chota Nagpur are still the chairmen of the district boards. In deference to the views expressed by the Council, Government have since excluded the district of Manbhum from the operation of these notifications, and in future the district board of Manbhum will have a non-official chairman. The special form of administration prevailing in the Santal Parganas (another backward tract) was attacked in another resolution, which was adopted by the narrow margin of three votes. A recommendation that regular military training (as distinct from military drill only) should be included in the syllabus of all secondary schools was carried by one vote only. The resolutions which were eventually withdrawn dealt for the most part with economic problems, and Government succeeded in satisfying the sponsors of these resolutions that they had already taken, or would take, such steps as were possible to meet the situation. A debate of some importance arose out of the proposal that members of Council should have an unrestricted right to speak in any recognized vernacular of the province. This resolution was defeated by two votes. One official resolution was moved to enlist the support of the Council for the grant of a Government loan in connection with the establishment of a public Electric Supply Company at Cuttack. This was adopted without a division.

Budget discussions.

Three days were devoted to the presentation and discussion of the budget, and 9 days to the voting of the demands for grants. Of the motions tabled for the reduction or omission of individual demands, 21 were actually discussed; and of these five were withdrawn, 15 rejected, and only one carried. The single item which was thus cut out of the budget was a provision of Rs. 1,05,000 for the acquisition of forests in Ranchi district. The rapidity with which the denudation of forest areas of Chota Nagpur is proceeding has engaged the serious attention of Government for some years past, and they have now been forced to the conclusion that the only effective remedy lies in the acquisition of selected areas of forest and their scientific conservation and exploitation. This provision had accordingly been made in the budget as the first step towards carrying out that policy. By a large majority, however, the Council refused to have anything to do with the proposal, which

they regarded as an encroachment on the vested rights of proprietors and tenants alike. Apart from the main budget, 47 supplementary demands and three demands for excess grants were placed before the Council during the year. All of these were voted.

Legislative activity.

Twelve Bills were introduced during this first year of the life of the new Council. As many as nine of these Bills owed their origin to private members. The increasing activity of the private member in the sphere of legislation is noteworthy, and the facilities which are accorded for the consideration of these Bills compare favourably with the very restricted opportunities enjoyed by private members in the English House of Commons. The Bihar and Orissa Excise (Amendment) Bill was a Government measure, which aims at prohibiting the production of cocaine in this province and raising the age-limit for the possession and sale of dangerous drugs and liquors. No opposition was anticipated to the attainment of such objects as these, and Government moved that the Bill be taken into consideration immediately after it had been introduced. The Council, however, expressed the wish that the Bill should be circulated to elicit opinion, in order that the question might be examined in greater detail. This course was adopted, and in the following session the Bill was referred to a select committee. The Chota Nagpur Tenancy (Amendment) Bill, which was also introduced by Government, is mainly concerned with facilitating the transfer of land required for mining purposes. Here again the Council insisted that the Bill should be circulated for opinion, although Government wished to refer it to a select committee straight away. The only other official measure was a Bill designed to remove certain defects under which the important mica industry of this province labours at present. This Bill was formally introduced, and will be taken up again after Government have sounded public opinion in regard to its detailed provisions.

Of the non-official measures, the Chota Nagpur Tenure-holders' Separate Rent Account Bill seeks to protect the interests of shareholders in permanent tenures from being sold owing to the default of their co-sharers. Government found themselves unable to accept the principles embodied in this Bill, and therefore opposed the motion that it should be referred to a select committee. The voting on this motion resulted in a tie, and the President was called upon to give his casting vote. He explained that he was anxious to adhere to the ordinary convention, under which the President's vote should not commit the House to any particular line of action. Inasmuch as the adoption of this motion would have committed the Council to the principle of the Bill, he felt

constrained to give his vote against it. The Bihar and Orissa Muslim Wakf (Amendment) Bill was intended to secure to every Wakf a gross income of Rs. 1,000 and to ensure that its proceeds are properly utilised. Considerable opposition to this measure developed immediately, and, although Government supported the motion that it should be circulated for opinion, it was by a majority of only two votes that the Bill negotiated this early stage in its career. No attempt was made to proceed further with it during the next session. The object of the Bihar and Orissa Public Demands Recovery (Amendment) Bill is to facilitate the refund to certificate-debtors of excess amounts realised from them. A similar measure had been introduced in the previous Council, and had been circulated for opinion. Despite the opposition of Government, the new Bill was now referred to a select committee by a majority of three votes. The Bihar and Orissa Cattle Bill and the Patna University (Amendment) Bill were two other non-official measures which were formally introduced but were not discussed at all. Three Bills were brought forward for amending the Local Self-Government Act. One of these provides for the introduction of separate electorates for Muhammedans in district boards. Another provides that district and local boards should in future elect a President, who is not the chairman, to preside over the meetings. This provision is embodied also in the third Bill, which further empowers district and local boards to elect as their chairman a person who is not a member of the board. All these three Bills were circulated for opinion. Last, and perhaps most important, is the Bihar Tenancy (Amendment) Bill. This deals with a long-standing controversy as between the rights of landlord and tenant, of which no satisfactory solution has yet been found. The Bill now introduced represents the tenants' point of view. After some discussion the members agreed to a compromise whereby this Bill was referred to a select committee, on the understanding that the committee would not be appointed until the landlords' party had brought forward their own Bill, when the two measures would be considered together.

Local Self-Government.

General elections were held, at the end of 1926 or early in 1927, in almost all the municipalities and district boards of the province. The outgoing bodies had entered on their term of office in 1923-24, when a number of radical changes had been made in their constitution, all tending towards the relaxation of official control and the growth of autonomy in local affairs. The results which have so far attended this important experiment cannot be regarded as encouraging. In the elections of 1923-24 most of the local bodies were captured by

the congress party, and absorption in politics not infrequently led to the neglect, as well as the abuse, of their administrative responsibilities. This tendency, however, grew much less noticeable as time went on, and during their last year of office it had practically disappeared. In the recent elections the measure of success achieved by the Swarajists was much less marked, and comparatively few local bodies are now controlled by them. It is proper to acknowledge that these elections seldom centred round a political issue, but unfortunately it was still more rare for the voters to be confronted with rival policies or programmes dealing with the administrative needs of the locality. The real issues were almost always communal, sectarian or personal. The prevalence of faction among the members of local bodies militates even more strongly against the healthy development of self-governing institutions than the unwarranted intrusion of politics. Internal dissensions and personal animosities have gone far to paralyse the working of many municipalities. In most district boards this feature has been less prominent, but it has often sufficed to hamper the transaction of business and to prejudice the successful prosecution of schemes vitally important to the public welfare. It is satisfactory to record that these disastrous feuds were not quite so much in evidence during the year under review.

Municipalities.

The steady deterioration in the standard of municipal administration continues. Apart from the causes outlined above, the most important factors contributing to this result are financial mismanagement and laxity of supervision. The incidence of taxation remains at the low figure of Rs. 2-2-0 per head of population, and in ten municipalities, it is still less than Re. 1-0-0. The collection of dues is extremely poor, considerably less than half the boards achieving the minimum percentage prescribed. The arrears of the Monghyr municipality have been allowed to pile up to the appalling figure of Rs. 83,000. Remissions are granted on too lavish a scale, though the figures for 1926-27 denote a slight improvement in this respect. Eight municipalities closed the year with no balance in hand at all, while the balances of six others were insufficient to meet the liabilities they had already contracted. The total liabilities of no less than 15 municipalities were in excess of the total assets, even after making allowance for uncollected taxes. At the end of 1921-22 the Muzaffarpur municipality had a closing balance of Rs. 1½ lakhs and practically no unpaid bills outstanding. After only five years the balance has been reduced to Rs. 11,985, against which there are unpaid bills amounting to Rs. 40,496. Financial irregularities due to careless mistakes figure largely in every audit note. In

Ranchi alone 46 items, involving an aggregate amount of Rs. 7,166, were recommended for surcharge. The absence of proper supervision is reflected in the condition of the roads, drains, latrines, wells and public markets. The defective sanitation of most municipalities has become a serious menace to public health, and various forms of intestinal disease are now endemic in some of the larger towns. Advice offered by Government is seldom adopted, while inspection notes of Public Health Officers are left unread for long periods and eventually shelved. Rate-payers must share the blame for the unsatisfactory state of affairs. It is they who elect the commissioners, and the mere threat of higher taxation is a counter-irritant sufficiently powerful to stifle expressions of discontent. As in former years, a few municipalities stood out as exceptions to the general rule of incompetence. Among these were Gaya, Chapra, Samastipur, Purnea, Forbesganj and Chaibassa. For the successful administration of these areas the credit is mainly due to energetic and public-spirited chairmen and vice-chairmen.

District boards.

The record of the rural units of self-government is less depressing. There is no doubt that most of the non-official members of district boards take a keen interest in local affairs, and the figures of attendance at the monthly meetings continued high. The relations of most boards with the local officials underwent a change for the better, though a few of them persisted in their refusal to be guided by the Civil Surgeon in professional matters of medical relief and sanitation. These bodies are now entrusted with the handling of very large sums of money. Their aggregate income for the year 1926-27 was Rs. 1,66,49,983, which is about Rs. 19 lakhs in excess of the previous year's figure, and represents something like one-third of the revenues of the province. Government grants alone amount to well over half a crore of rupees, or more than the total income derived by district boards from all sources when this province was separated from Bengal in 1912-13. During 1927 the district board of Manbhum, which (in common with the other districts of Chota Nagpur) has hitherto had an official as its chairman, was allowed to elect a non-official to that post. With a view to discourage bogus candidates from standing at elections, a rule was framed requiring all candidates to deposit a security of Rs. 50, which would be forfeited by failure to secure 8 per cent. of the total number of votes polled.

Local audit.

The Local Fund Audit Act has now been in force for over two years, and it is possible to form some estimate of how it is working. Although

the sums covered by preliminary notices have been heavy, actual surcharges hitherto recovered have not been considerable. The Act has undoubtedly brought home to local bodies, and in particular to their office bearers, the necessity for exercising a closer supervision over their offices and over the general administration; and the Accountant-General reports that it has expedited and simplified the work of audit. It is expected that, after certain minor modifications have been made in it, the Act will operate smoothly and effectively.

Union boards.

Many initial difficulties have been experienced by the union boards recently set up under the Bihar and Orissa Village Administration Act, and Government have been compelled to defer any large extension of the Act until further experience has been gained of the working of existing union boards and of the possibility of exercising closer supervision over them. In order to gain experience of village administration in Bengal, and as an experiment in the system of circle officers in that province, two Sub-Deputy Collectors have been sent to Calcutta for special training under a selected district officer.

Public health.

The health of the province continued to be generally good. Vital statistics up to the end of November are available; and, assuming similar figures for the remaining month, the birth rate for the year is 37·7 *per mille;* or ·5 higher than it was in 1926. The death rate of 25·2 *per mille* shows a decrease of ·5. An epidemic of cholera which broke out in the month of April assumed widespread proportions, and six districts were seriously affected. The total number of deaths during the year from this disease was 48,207, compared with 27,830 in the previous year. In connection with the Rath-Jatra festival at Puri, 12,618 pilgrims were inoculated against cholera during June and July. This protection, combined with the vigorous sanitary measures taken to guard against the usual epidemic, was successful in limiting the cases of cholera to a comparatively small number. The incidence of fever was slightly lower than in 1926, though not less than 65 per cent. of the total number of deaths are still attributed to this cause. A considerable quantity of cinchona febrifuge was purchased by Government for free distribution in malaria-stricken areas, and a special malaria survey was carried out in the Ranchi Municipality. The summer headquarters of the local Government has long had a good name for healthiness, but of late years malaria has been steadily

increasing there, and this fact has given rise to some alarm. A training class for health inspectors was held at Patna during February and March. Twenty-seven candidates were admitted for training, and twenty-one of these came out successful at the examination. At a similar class held towards the end of the year, 29 candidates out of 31 were successful. Several officers of the Public Health Department attended the 7th Congress of the Far Eastern Association of tropical medicine which was held in Calcutta in the month of December. The Public Health Bureau continued its propaganda work by the distribution of leaflets on hygiene, and by the delivery of lectures, etc. Special attention was devoted this year to Orissa.

Water-supply and sanitary installations.

The engineering staff of the department was chiefly engaged on various water-supply projects. The increasing reliance on tube-wells for this purpose is a striking feature, and nearly all the wells sunk on behalf of Government have been a success, though experience has yet to show whether they will prove to be durable in the conditions encountered in this province. A supply of pure water is a great preventive of disease, and from this point of view alone the experiment is of the utmost importance. Progress was made during 1927 with the Patna-Bankipore water-supply and extension schemes, as well as with similar projects for the University and other public institutions at Patna and elsewhere. The water-supply and drainage works at the Indian School of Mines, Dhanbad, have been completed and are giving satisfactory results. Those for the Ravenshaw College and the medical school at Cuttack are nearing completion. An important scheme for the complete reorganisation of the water-supply at Bhagalpur was finally approved during the year, and preliminary arrangements for carrying it out are in hand. The value of the work actually carried out by the Public Health engineering staff during the year ending last March, rose from about Rs. 4½ lakhs to Rs. 5¾ lakhs. This does not include the expenditure on works executed under the supervision of the department, which alone amounted to over Rs. 9 lakhs.

Medical education and research.

The Prince of Wales Medical College at Patna was officially opened by Sir Henry Wheeler on the 25th February 1927, though it had actually been working for some months previous to that date. In June the college was visited by a representative of the General Medical Council of England and the

Inspector of Medical Education for India. They subsequently issued a report, indicating the lines on which they considered that further improvements could be effected, and these suggestions are now being carefully examined with a view to getting the medical degrees of the University recognised by the General Medical Council. In May sanction was accorded by the Government to the establishment in the college of a provincial laboratory for pathological and bacteriological examinations, in order to facilitate the study of modern methods of diagnosis. The physiological department of the college has also been extended, and its staff has been strengthened by the appointment of a permanent bio-chemist and a temporary demonstrator of organic chemistry. The new equipment and structural alterations necessitated by these additions to the activities of the college will cost over a lakh of rupees. The two medical schools, at Darbhanga and Cuttack, continued to work efficiently during the year, but no important development occurred. Good progress has been made with the project for the Itki Sanatorium for the treatment of tuberculosis. A Superintendent has been appointed, and the construction of some of the buildings has already been commenced. Everything points to the early opening of what will probably be the finest institution of its class in India. The mental hospitals for Europeans and Indians respectively at Kanke have almost more work than they can grapple with. In the Indian hospital particularly, despite its immense size, the problem of over-crowding has already presented serious difficulty. A managing committee, consisting of representatives of this Government and of the Government of Bengal, has just been formed for this institution, and one of the most important subjects on which its advice will be required is that of the extension of the existing buildings to provide for the increased accommodation which is urgently required. The Radium Institute, which has now entered on the 6th year of its existence, continues to attract patients from all over India, and the number of persons treated during 1927 showed a slight increase over the figures of the previous year. The establishment of a Pasteur Institute at Patna for the treatment of anti-rabic cases has now been sanctioned. This institute, which will supply a great need, is to be located in the Medical College. The problem of leprosy is receiving special attention. A leprosy clinic is working at Bakheri in Champaran, having been opened as an experimental measure in 1926, and another has since been opened in Darbhanga. A third clinic is to be opened experimentally in the district of Balasore, and the construction of buildings for a clinic at Cuttack has been completed.

Hospitals and dispensaries.

During 1927, nineteen new dispensaries were opened, and one existing dispensary was closed down. The total number of hospitals and dispensaries in the province thus increased from 633 to 651. All the new dispensaries, except one, were opened by district boards, and some of these bodies have already attained the standard of one dispensary in each police-station area. A separate zenana hospital was established at Bihar in the district of Patna, the cost of the buildings being met largely from a generous donation by the Raja Bahadur of Amawan. At the Patna General Hospital the new cottage ward for paying patients and the out-patient department of the women's hospital were completed and are now in use. Improvements estimated to cost about Rs. 1,20,000 have been sanctioned for the development of this hospital, principally on the surgical side, and the appointment of an assistant pathologist and an additional house surgeon has been sanctioned. Notable improvements and extensions were also carried out, or sanctioned, during the year in the Banwarilal Hospital at Laheriasarai, the Sadr hospital at Hazaribagh, the Koderma hospital and the Pilgrim's hospital at Puri.

Weather and crops.

From the agricultural point of view, the weather in 1927 was disappointing. Following on the failure of the *hathiya* rain in Bihar in 1926, an unusual quantity of rain fell in Bihar and Chota Nagpur during the first quarter of 1927. This, however, was too late to benefit any but the latest of the *rabi* crops, though it facilitated the preparation of the land for the *bhadai* sowing and for the broadcast rice crop which is of great importance in Chota Nagpur and Orissa. Heavy rain in the eastern half of the province during the first week of June enabled *bhadai* crops to be sown early, and the light rain in the latter part of this month and in July exactly suited them. As a result, the maize harvest in the north-east of the province, where it is of special importance, was the heaviest for many years. The rice crop was not so fortunate. The rainfall at the beginning of the monsoon was insufficient for the transplantation of paddy, which was seriously delayed in consequence. Over a large part of Bihar transplantation was not finished by the middle of September, when the monsoon practically came to an end. Chota Nagpur fared better, but here also a shortage of rainfall from the middle of September onwards reduced the outturn. Orissa on the other hand had a good season throughout, apart from the disastrous floods which are described in the following paragraph. These floods, however, were restricted to certain

definite areas, and even so they did more good than harm to the paddy crops which did not remain under water for too long. The *hathiya* rains once more failed throughout almost the whole of Bihar proper, and in some districts the rice crop was very poor indeed. The sowing of *rabi* crops was also greatly handicapped. General rain in the north-west of the province after the middle of November, did something to relieve the situation in regard to these crops; but did not make up for the previous drought. Sugarcane, which is capable of withstanding extremes of drought and flood, has again shown its peculiar value for this province, and a normal crop is expected. The two main food crops of Bihar and Orissa are rice and maize. The price of the former has been rising steadily since 1923, and now stands as high, in the province generally, as it stood after the serious drought of 1918. The price of maize is little lower.

Floods.

The districts of Balasore and Cuttack, especially the former, again suffered severely from floods. Their advent was heralded by abnormally heavy rainfall during the last week of July in Balasore itself and all over the southern portion of the Chota Nagpur plateau and the Feudatory States. The waters rose suddenly and simultaneously in all the main rivers, seven in number, draining to the south and the east. The three rivers which were responsible for most of the damage were the Baitarani, the Brahmani and the Subarnarekha, and the area which suffered most severely this year was the Bhadrak subdivision of the Balasore district. A striking feature of these floods was the extensive breaches caused in the railway line, the canal banks, the protective embankments of the Public Works Department, and the Grand Trunk road. The damage to houses also was on a larger scale than had occurred previously. Altogether the houses of about 28,756 families were affected in the district of Balasore by the Brahmani floods, and in the most seriously affected portions (about 350 square miles) 62 per cent. of homesteads were damaged. In the Balasore district about 50 lives were lost, nearly half of these fatalities occurring in a group of villages close to Kenduapara railway station. Loss of cattle, on a large scale, was practically confined to the Bhadrak subdivision, and in that area about 5.6 per cent. of the cattle were lost. The damage caused to standing crops by the floods at the end of July was comparatively slight, but unfortunately there was a second visitation of the floods three weeks later. On this occasion the water took longer to drain away, and in consequence the crops were destroyed or seriously damaged over considerable

areas. A portion of the reserve stocks of grain had been carried away by the first inundation, and the resultant shortage was accentuated by the stoppage of railway and other communications Fortunately, in Balasore and Cuttack, the nucleus of relief organisation was already on the spot, as Government were still engaged in the distribution of gratuitous relief in these areas to alleviate distress caused by the floods of the previous year. This relief staff was at once pressed into service, and was reinforced by the deputation of more officers very soon afterwards. Centres were opened immediately for the sale or free distribution of rice, and the efforts of Government in this direction were supplemented by private relief agencies. Government prevailed on the steamer company to re-commence their service between Cuttack and Chandbali, and undertook to indemnify them against loss on working expenses until railway communication with Calcutta should be restored. This measure helped to keep down the price of food grains, which had shown an early tendency to rise. A sum of Rs. 60,000 has been sanctioned by Government for gratuitous relief in the two districts. *Taccavi* loans to the extent of Rs. 2,40,000 have been granted to enable the raiyats to repair the damage to their rice crops. In areas where nothing could be done to save those crops, Rs. 40,000 has been spent in the free distribution of seeds for *rabi* cultivation. In order to assist the villagers to re-build their houses, Government have decided to advance further loans to the amount of Rs. 5,00,000, and these loans are still being distributed. In addition, a grant of Rs. 1,00,000 has been made from the Indian People's Famine Trust Fund for free distribution to the poorest classes for the same purpose. All these relief measures are independent of the steps taken by private individuals and non-official organisations to alleviate the distress which has been caused by these floods. The Hon'ble Mr. Sifton visited the affected areas in the middle of September, and examined the whole situation in consultation with the local officers and others.

It has been decided to set up an expert committee to investigate the serious problem presented by the recurrence of floods in Orissa, and this committee is expected to meet early in 1928.

Floods of minor importance were also reported during July and August from Singhbhum and from North Bhagalpur, where the Kosi river has taken a further turn towards the west. There was no loss of life in the latter district, and the damage to houses and cattle was small; but the rice crop suffered a good deal, and about Rs. 1,00,000 was distributed as *taccavi* loans to assist the cultivators in making good their loss.

In Singhbhum a couple of villages near Jaintgarh were washed away and the bridge over the Baitarani badly damaged. There was also a severe local inundation at Jamshedpur. But no loss of life occurred, and the damage has been made good with the aid of a Government grant of Rs. 10,000.

Agricultural development.

The Agricultural Department is one of those which has suffered by the return of financial stringency. Projects had been prepared for a new central farm at Dumka under a Deputy Director, for the establishment of a dairy herd at Cuttack, and for new small farms in four subdivisions. It was not found possible to include any of these schemes in the budget estimates for 1927-28. The only new farm to be acquired was one intended for the study of the cultivation of *rabi* crops on land regularly flooded by the Mahanadi river in the sadr subdivision of Cuttack. The site for this farm was given to Government by the Maharajadhiraj of Burdwan. The desirability of increasing the number of these small subdivisional farms is increasingly shown by the results of experiments which demonstrate how closely the different varieties of crops and manures have to be adapted to meet local conditions. At present less than one-third of the subdivisions in the province have been provided with farms. It is satisfactory to note that two of the existing farms more than paid their way by the sale of sugarcane cuttings to neighbouring cultivators, while several others are approaching this standard of efficiency. A new manure, called *ammophos*, was tried with extremely good results over large areas in south Bihar. The application of one maund per acre of this manure has resulted in increasing the outturn of paddy by from 6 to 11 maunds of grain and from 20 to 27 maunds of straw per acre. The help of co-operative societies was enlisted in giving free demonstrations of the effect of this manure, and these demonstrations were generally appreciated, in spite of the fact that in many cases drought supervened and ruined the paddy crop completely. The partial failure of the monsoon in Bihar stimulated the demands for well boring and water lifts, and there is a steadily increasing demand for the supply of Rahat pumps. The construction of contour irrigation *bandhs* by the department in the districts of Ranchi and south Bhagalpur has led to a growing demand, and a staff is being organised for planning and supervising the construction of *bandhs* of this type, subject to the requisite funds being available.

The Royal Commission on Agriculture visited the province at the end of November, and spent a week examining witnesses at Patna.

Veterinary work.

Easily the most important event in the recent history of the Civil Veterinary Department has been the final acceptance, by Government and the Legislative Council, of the proposals for the establishment of a Veterinary College at Patna. The foundation stone of this college was laid by Sir Henry Wheeler on the 2nd April 1927, and good progress has been made in the construction of the main building. It will contain a large laboratory—second only in size to that at Lahore, and fully equipped—which should be of the utmost help in solving the many difficulties which now beset the problem of stock-raising. The recruitment of the staff of the college is under consideration. Attached to the college there will be a large cattle-breeding and dairy farm. This farm was approved in the previous year, and many of its buildings are nearing completion. Cows and bulls have been purchased, and a considerable area has already been brought under cultivation. On this farm the students of the Veterinary College will receive a practical training in animal husbandry and allied subjects.

During the twelve months ending in December 6,856 outbreaks of cattle disease were reported; and 5,085 of these were attended by officers of the department. Out of 144,594 animals attacked in these outbreaks, 11,445 succumbed. A particularly severe outbreak of rinderpest was reported from the district of Shahabad, and the district board is said to have adopted an obstructive attitude towards the proposals made by Government to deal with the emergency. Eventually special staff was provided for this outbreak without the co-operation of the district board. The record of inoculations performed is available for the first 10 months of the year only. During this period 153,357 cattle were protected by inoculation against different diseases. The number of patients treated by veterinary assistant surgeons in hospitals and dispensaries during the course of the year was 183,388.

Co-operative movement.

Provisional figures for the year 1927 indicate that 510 new societies of various kinds were registered during the twelve months, comprising 501 primary societies, 7 guarantee unions and 2 central banks—while 64 societies were liquidated during the same period. These figures indicate a much slower rate of progress than is customary. In the past too much importance has been attached to the numerical expansion of the movement and too little to the well-being of the existing societies. There is reason to fear that the movement is not developing on altogether sound lines, and it has been thought

better to concentrate attention on consolidating the ground already won rather than to strive after further expansion. Instructions have accordingly been issued that no new societies should be registered unless the Assistant Registrar concerned has satisfied himself that the preliminary work of organisation has been carefully and adequately performed, and there is a reasonable chance that the society will turn out to be a genuine and successful co-operative institution. A further condition has been imposed that one manager should not be required to supervise more than 100 to 120 societies. Although for the above reasons comparatively few new societies were registered, pioneer work was carried out in two or three areas to which the movement had not previously penetrated. Village societies continued to form a common meeting-place for all agencies of progress, and particularly valuable work was done, in co-operation with the Agricultural Department, in demonstrating the value of new and untried seeds and manures. The floods in Orissa provided an opportunity to the movement to show its practical utility. The provincial bank made a donation of Rs. 1,000 to charitable relief funds, while special loans were issued to the affected societies at a low rate of interest. Most of the central banks have now taken up seriously the task of giving proper training to the *panches* of primary societies and the secretaries of guarantee unions. This should lead to a great improvement in the general standard of efficiency. Statistics continue to show that the movement achieves something each year towards its primary object of releasing members from their burden of debt and encumbrances, while habits of thrift are inculcated by discouraging extravagant expenditure on social ceremonies and promoting the amicable settlement of disputes without litigation.

Industrial and technical education.

The Department of Industries in Bihar and Orissa was created as recently as 1920 to supervise the provision of technical and industrial education and at the same time to stimulate the industrial development of the province. More than three quarters of the expenditure of this department is still devoted to educational work. The Bihar College of Engineering completed the third year of its existence in July. Twenty-two students—or 2 more than in the previous year—appeared at the Intermediate Engineering examination. Of these, 5 were placed in the first division, 6 in the second and 2 in the third. These results are not unsatisfactory. The quality of the candidates for admission to the mechanical apprentice classes, however, is still disappointing. The status of the Orissa school of engineering has now been raised

by the addition of a third-year class to teach the full course for civil engineering, with the result that candidates from this school appeared for the first time for the civil engineering certificate. They did remarkably well. Out of 29 students who sat for the examination, 22 qualified—7 being placed in the first division, 14 in the second and only one in the third. Of the 35 candidates who were sent up for the sub-overseer certificate, 26 were successful. A mechanical apprentice class was introduced during the year in the Ranchi Industrial School, the status of which has thus been raised to that of a technical institute. A new committee of management has been constituted, and applications for admission into all the classes were again very satisfactory. The Tirhut Technical Institute, which was started in July 1925, had already become popular and appears to be doing useful work. The district board of Purnea has decided to open two industrial schools, to which carpentry, smithy and weaving classes will be attached. This is an enterprising departure. The period of two years' practical training which was required to qualify student-overseers for appointment to the guaranteed posts under the Public Works Department has been reduced to one year only. As usual, three foreign state scholarships were awarded during the year, one for training in railway mechanical engineering, another in mining, and the third in electrical engineering. Several stipends also were awarded for industrial training in other parts of India.

Industrial development.

The demonstration match factory at Gulzarbagh had been compelled to close down towards the end of 1926, as the supply of wood ran short. It was working again during the first nine months of 1927, after which it was found necessary to shut it down temporarily once more. The present output of 100 gross of finished matches *per diem* makes it impossible for the factory to show any profit; and the question of the policy to be adopted in regard to the future of this factory is under consideration. Various schemes for the development of different industries are also being considered by Government. These include the establishment of a cottage industries institute at Cuttack, and the installation of two power looms in the existing institute at Gulzarbagh; but their inauguration depends on the availability of funds. An honorary organiser was appointed in order to assist and encourage the development of industries in Orissa. The department participated in the British Industrial Fair which was held in London in February. In its advisory capacity, the department continued to receive many

enquiries from business firms and other sources on general industrial and commercial subjects, and the task of replying to such enquiries forms an important part of the work of the intelligence section. The Board of Industries dealt with a number of applications under the State Aid to Industries Act, only one of which was refused by Government.

Educational progress.

The 31st March 1927 marks the close of the third quinquennium in the history of this province. At the end of each period of five years it is the practice of Government to issue a quinquennial review on the progress of education in place of the usual annual report. By a curious coincidence the end of the first lustrum coincided with the high water mark in educational progress for pre-Reform days. During the next five years there was a somewhat serious set-back, which is attributable to the economic consequences of the War, combined with the temporary success achieved by non-co-operation propaganda and the prevalence of serious epidemics. The tide turned once more at the end of the second quinquennium, and the last five years have been a period of uninterrupted progress and expansion. In March 1917 the total number of pupils (boys and girls) under instruction in the province was 845,025. In March 1922 this number had fallen to 810,382. In March 1927 it stood at 1,108,494, which is easily the highest figure recorded in the history of the province. Similarly, the percentage of the male population of the province receiving instruction in educational institution has increased during the last five years from 4·2 to 5·9; while the percentage of Indian boys of school-going age who are attending school is now 39·1, compared with 27·8 in 1922.

Higher education.

The question of the ultimate constitution of the Patna University is still under the consideration of the local Government. It was referred by the Senate to a special committee, whose proposals are being examined. The most important event of the year was the opening of the new Science College at Patna. Hitherto both arts and science have been taught at Patna College. In future this college will be reserved for the study of arts alone. During the year the I.A. classes which had been transferred some years ago from Patna College to New College were brought back to the former institution, where also M. A. classes in philosophy were opened for the first time. The site formerly occupied by the Patna Training College being required for the new Science College, the training college was removed during the year to the site of the old lunatic asylum,

and a building was constructed there for the revived Patna Collegiate school. For the same reason it was necessary to remove the Patna training school to a site east of the Engineering College.

Secondary education.

In pursuance of the policy of introducing vocational training into ordinary schools, five more classes in science and two more classes in manual training were started in Government high schools during 1927. In eight middle schools industrial classes were opened in such subjects as weaving, tailoring and carpentry. Four more district boards availed themselves of the option of assuming the control of middle English schools. The system of grants-in-aid to high and middle schools was subjected to scrutiny during the year and orders were passed by Government announcing the policy which will be followed by them in making such grants in future. At the same time the standard allowance for contingent expenditure at aided high schools was raised from Rs. 30 to Rs. 45 *plus* the actual sum spent on taxes.

Primary education.

The numerical progress made in the sphere of primary education during the last five years has been remarkable, the increase in the total number of pupils being no less than 37 per cent. During the last year of this period progress was less rapid, but this was chiefly due to a fall in the number of unaided schools. The unaided school frequently represents a waste of material, and so the new development is not altogether to be regretted. In fact, improvement in the quality of primary education is now more necessary than expansion, even with the aided schools. In particular it is of the utmost importance that the system of training teachers for elementary schools should be placed on a sounder basis. This question has been receiving the serious consideration of Government, and a scheme has been drawn up at an estimated cost of Rs. 6·84 lakhs recurring, which if introduced will result in an adequate output of properly qualified teachers who have received a two years' course of training, although it will at the same time bring about a reduction in the number of elementary training schools from 116 to 64.

Female education.

In the sphere of women's education the most important development was the creation of a special scale of pay within the Vernacular Teacher's Service for trained women matriculates. This scale was originally fixed at Rs. 45—3/2—75, but at the end of

the year it was raised to Rs. 60—3/2—90. The rules for the grant of vernacular certificates to women teachers were also revised during this period.

Other educational developments.

An important event was the constitution in April of a permanent board to advise Government on the selection of candidates for first appointment to the provincial educational services. This board, which replaces the existing selection committee, is composed of the Education Minister, the Director of Public Instruction, the Vice-Chancellor of the University, and one official and one non-official to be nominated by Government. Another interesting measure was the experimental appointment, for a period of two years, of a special staff of inspecting officers to supervise the education of the untouchable castes.

Mining.

About two-thirds of all the coal mined in India comes from Bihar and Orissa, which produces also considerable quantities of iron ore and is the most important source of mica in the world.

The depression in the coal trade continued during 1927, and led to the further closing down of many small mines producing inferior grades of coal. The elimination of mines of this class has been going on steadily for the last five years, but has not caused any decrease in the total output—as the following table will show :—

	Number of mines at work.	Output in millions of tons.
1923	557	13.2
1924	535	14.1
1925	480	13.8
1926	441	13.9
1927	383	14.1

The Bokaro and Karanpora coalfields, where natural conditions favour the production of cheap coal, were responsible for the increased output during 1927. The exports for the year show a considerable improvement on the figures for the years 1921-25, though they are not quite so high as in 1926, the coal strike in Great Britain having led to a sudden rise in exports during that

year. A serious fire broke out towards the end of the year in one of the Jharia collieries, where a seam of good quality coal was being worked. Approximately one million tons of coal were involved in this catastrophe, and there is little hope that any of this will be recovered. The coal traffic derived much benefit from the opening of the Talcher Coalfields Railway in June and of the Barkakhana-Chandil Railway in March.

Apart from coal, the following mines were worked in the province during the year :—mica, 569; iron ore, 7; limestone, 17; stone, 38; clay, 11; slate, 8; steatite, 4; chromite, 3; apatite, 2; manganese, 4; copper, gold, gravel and kiyanite, one each. Although no copper was actually produced during the year, a sufficient quantity of workable ore to justify the erection of the necessary plant was found in the mines in Singhbhum, and there is every probability that copper will again be produced in the province in the near future.

The number of fatal accidents in mines increased from 95 to 120, and the total number of persons killed from 116 to 134. Serious accidents numbered 301 and involved injuries to 314 persons.

Survey and settlement operations.

During the year ending on the 30th September 1927, survey and settlement operations were commenced in 480 square miles of the Kosi Diara tract in the districts of Purnea and Bhagalpur. For the greater portion of this area, there exists at present no authoritative record-of-rights. Revision operations were continued in the districts of Santal Parganas, Balasore, Cuttack and Puri. During the same period an area of 1,673 square miles was cadastrally surveyed, the records of 1,358 square miles were attested, and those of 1,210 square miles were finally published. The rents of 448,031 tenants were settled. The revision settlement of the district of Ranchi was sanctioned during the year, and operations have now started. The possibility of the employment of aerial survey for cadastral work was examined during the year. An experiment in this form of survey will shortly be carried out in one of the districts of Bengal, and an aerial survey is at present being made in the coastal tracts of Orissa for the purpose of examining flood and drainage problems. But it has been decided to await the results of these experiments before formulating concrete proposals for the employment of aerial survey for revenue operations in this province.

Forests.

The forests of the province lie mainly in Chota Nagpur, Orissa and the Santal Parganas; and these properties constitute an asset which is capable of great expansion under far-sighted management. But the

aims and objects of the Forest Department are still insufficiently understood. Mention has already been made of the unfortunate step taken by the Legislative Council in cutting out of the budget a provision of about Rs. 1 lakh for acquiring selected blocks of the private forests in the district of Ranchi. The consequence of this step is that the problem of dealing with the rapid denudation of forest areas in Chota Nagpur is as far from a solution as ever. The net forest revenue realised during the year ending last March was only Rs. 35,686. This is very much less than the previous year's figure of Rs. 2,63,948, but the difference is almost entirely due to the fact that a sum of Rs. 1¾ lakhs was paid to the proprietor of the Porahat estate during these twelve months on account of profits realised from his forests during the quinquennium ending in March 1926. It should be remembered, too, that the net revenue does not include the value of forest produce forgone in the interest of privileged raiyats and other concessionaires, while on the other hand it takes into account some expenditure which can rightly be regarded as capital investment. The plantations of lac hosts on selected areas in several forest divisions continued during the year. The object of these plantations is to provide brood lac at cost price in years of crop failure, survival being secured by intensive treatment. The recently created Lac Research Institute near Ranchi has furnished the Forest Department with interesting information regarding the probable cost of this experiment, which, if it proves successful, should be a source of additional revenue to the department. It has been recognised that the adequate protection and inspection of forests, and the commercial exploitation of their wealth, depend largely on the improvement of forest communications and the provision of better rest houses and residential buildings for all ranks of the forest staff, which has always suffered much from the unhealthy conditions under which it works; and careful programmes were drawn up two years ago providing for an annual expenditure of some Rs. 90,000 on these two objects for the next eight years. Useful progress was made during the year under review in carrying out these programmes. The second session of the Bihar and Orissa Forest Conference was held in July, and was attended by almost all the gazetted forest officers of the province.

Administration of justice.

The volume of litigation, both in the civil and in the criminal courts, continues to increase. The two additional judges of the High Court, whose appointment has been sanctioned from year to year since 1922, were reappointed for a further period of twelve months in August. The temporary appointment of several Additional District

and Session Judges for varying periods was also found to be necessary. In March 1927 a new munsifi was established at the industrial centre of Jamshedpur, which forms the headquarters of one of the subdivisions of the Chaibassa district. Effect has been given to some of the recommendations of the Civil Justice Committee, while others are still under consideration. The appointment of a Registrar for all the civil courts at the headquarters station of Patna has proved to be helpful in keeping down corruption in the ministerial establishment of the courts and in providing better facilities for the litigants, though it is undoubtedly an expensive experiment. The term of the Registrar's appointment, which was first created in October 1925, has been extended up to the end of December 1927. The same system has now been introduced at Gaya, where a subordinate judge has been appointed as Registrar.

Excise.

The gross revenue collected from Excise in the twelve months which ended in March 1927 amounted to Rs. 197.3 lakhs compared with Rs. 196.6 lakhs in the previous year. This is rather surprising, because the crops generally were considerably worse than they had been in the preceding year, and there was increased depression in the coal, mica and lac trades. In the circumstances a marked fall in the excise revenue might have been expected. As a matter of fact, there was a considerable drop in the consumption of country spirit and the revenue under this head was down by Rs. 4½ lakhs. The increase in revenue occurred chiefly under *ganja*, but this was due almost entirely to the higher rates of duty, the increase in the actual consumption of this drug within the province being only .03 per cent. The general level of consumption of excisable articles is much lower to-day than at any previous period in the history of the province, showing how efficacious are the measures adopted by Government to promote temperance. The annual report of the department for 1926-27 contains some remarkable figures, comparing the consumption and revenue in that year and in 1912-13, when Bihar and Orissa first became a separate province. During this period the consumption of *ganja* has decreased by 37.7 per cent, of *bhang* by 40.7 per cent and of opium by 32.9 per cent. As regards country spirit, the substitution in many districts of the contract distillery system for that of out-stills makes it impossible to gauge the decrease in consumption, except in the 12 districts where the distillery system prevailed in 1912. In these districts the decrease is no less than 38.5 per cent. The consumption of *tari* and *pachwai* cannot be estimated, but the number of *tari* shops has been reduced by 2,190 and the number of

pachwai shops by 7. The enormous decrease in consumption all round has actually been accompanied by a rise in revenue to a level almost exactly double that obtained in 1912-13. This result has been achieved first and foremost by progressively increasing the duty on excisable articles and thus securing the maximum revenue with the minimum of consumption. Latterly this policy has been supplemented by various direct temperance reforms, such as curtailing the licensed hours of sale, reducing the strength of the popular issues of country spirit, cutting down the maximum quantity of liquor that may be sold to individual customers, and forbidding in some places the drinking of liquor on shop premises. The extension of the sliding-scale system of settlement has also had a direct influence in reducing consumption. During the first nine months of 1927-28 the various measures of reform referred to above have been carried on. The sliding-scale system has been further extended, and is now in force in most of the districts of the province. The merits of this system have been further demonstrated. To ensure better supervision, the experiment was made in two districts of replacing the low-paid sub-inspectors by inspectors. The experiment proved successful, and is being extended gradually to other districts. The new licensing boards, which consist almost entirely of non-officials, are chiefly concerned with the annual settlement of excise licenses, but they also have the power of abolishing excise shops which they regard as unnecessary and of altering the sites. During the year under review they continued to exercise these powers with good sense and moderation. The number of illicit distillation cases detected during the year was 1,327, compared with 1,104 cases in the previous twelve months. In the budget estimates for 1927-28, the excise revenue for the current year was placed at Rs. 197½ lakhs, but in the revised estimates this has been reduced by Rs. 2½ lakhs, chiefly owing to the unfavourable monsoon. The latest available figures of consumption show that there has been a further drop in country spirit, while drugs remain practically stationary.

Finance.

When the budget for 1927-28 was introduced, it was anticipated that the year would open with a balance of Rs. 182.8 lakhs, including Rs. 66 lakhs in the Famine Insurance Fund, which is not available for ordinary expenditure. The total revenue of the year was estimated at Rs. 567.4 lakhs, while the expenditure charged to revenue, which would be required to carry on the existing services, was expected to amount to 585.2 lakhs. The province was thus face to face with the hard fact that, as the result of a short period of energetic expansion,

its current expenditure had once more overtaken its current income. In these circumstances it was obviously impossible to continue the policy of financing new activities on a large scale. Many schemes had been drawn up for initiating such activities during 1927-28. Most of these had to be scrapped or postponed; and it was only after grave deliberation that the Finance Department found itself able to advise that a total sum of Rs. 17¾ lakhs might safely be utilised to finance the most urgent of the new projects. By far the greater part of this amount was in the nature of non-recurring expenditure, the ultimate extent of the new recurring liabilities being about Rs. 2¼ lakhs. As a result of this decision, it was estimated that, after taking into account transactions under certain capital heads, the provincial balance at the close of the year would be reduced to Rs. 144.2 lakhs, including Rs. 81.15 lakhs in the Famine Insurance Fund. That is to say, the " ordinary " balance would stand at only just over Rs. 63 lakhs.

There are, however, certain aspects of the financial situation which make the outlook less gloomy than it would at first sight appear to be. Had it not been for these encouraging factors, Government would have been compelled, not only to turn a deaf ear to all demands for fresh expenditure, but to close down some of the existing services. First, the annual payments of Rs. 11,62,000 to the Famine Insurance Fund will cease after the current year, which means that the expenditure of the province will be reduced by about Rs. 11 lakhs. Secondly, the old provincial loan account, dating from pre-Reform days, should be cleared off in another two years, and thereafter the local Government will be relieved of the annual levy of Rs. 7½ lakhs which they have to pay at present to the Government of India on this account. Lastly, the heavy initial expenditure which was thrown upon this province as a result of its separation from Bengal has for some time past figured prominently in the budget of the Public Works Department. The University, the Medical College and the Veterinary College are among the most important provincial institutions which, though not yet completed, are now well in hand. When once these large items of capital expenditure have been surmounted, a substantial reduction may be looked for in the " civil works " bill.

The latest available figures of the progress of receipts and expenditure during the current year indicate that the province will be in a rather stronger financial position at its close than was anticipated last March. The annual opening balance on the 1st April 1927 has been disclosed as Rs. 193.35 lakhs—more than Rs. 10 lakhs in excess of the anticipated figure. Again, transactions under

the head " loans and advances " have not been in accordance with the original expectations. Whereas it was anticipated that these transactions would involve the net disbursement of a sum of Rs. 4½ lakhs, it now appears that the incomings will exceed the outgoings by more than Rs. 4 lakhs. On the other hand, ordinary revenue has not come in quite so well as it was hoped, and unfavourable agricultural conditions have been responsible for a substantial encroachment on the Famine Insurance Fund. The net result of this is that the closing balance in March 1928 is now estimated at Rs. 164¾ lakhs, of which Rs. 69⅓ lakhs represents money in the Famine Insurance Fund.

As usual, most of the funds allotted to fresh activities during the current year fell to the share of the Transferred Departments. The biggest new item which had been provided in the budget on the Reserved Side was an amount of Rs. 1 lakh for the acquisition of forests in the Ranchi district. As already stated, this demand was rejected by the Legislative Council, with the result that the inequality in the division of the spoils was still further accentuated. The following table shows the distribution of the fresh funds in the budget as finally passed :—

——	Recurring.	Non-recurring.	Total.
	Rs.	Rs.	Rs.
Reserved Departments ...	42,311	3,76,429	4,18,740
Transferred Departments ...	1,20,933	11,35,978	12,56,911

It will be seen that the Transferred Departments secured no less than 75 per cent both of the recurring and of the non-recurring expenditure. This is in accordance with the consistent practice of recent years. During the four years which ended in March 1927 an aggregate amount of Rs. 190 lakhs was released for new activities. Of this total, 78 per cent went to the Transferred Side, and only 22 per cent to the Reserved. If items of non-recurring expenditure be excluded, the disparity is still more striking. During the same period of four years, fresh permanent liabilities amounting to half a crore of rupees were undertaken on behalf of Transferred Departments, while the liabilities of the Reserved Side were increased by only about Rs. 4 lakhs.

APPENDIX II.

A.—MEMBERS OF THE BIHAR AND ORISSA EXECUTIVE COUNCIL.

His Excellency Sir Henry Wheeler, K.C.S.I., K.C.I.E., I.C.S.

The Hon'ble Mr. Egbert Laurie Lucas Hammond, C.S.I., C.B.E., I.C.S.

The Hon'ble Maharaja Bahadur Keshav Prashad Singh, C.B.E.

B.—MINISTERS.

Ministry of Education: The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.

Ministry of Local Self-Government: The Hon'ble Babu Ganesh Datta Singh.

C.—THE BIHAR AND ORISSA LEGISLATIVE COUNCIL.

The Hon'ble Khan Bahadur Khwaja Muhammad Nur—President.

Mr. John Augustus Samuel, Bar.-at-Law—Secretary.

Mr. Saiyid Anwar Yusuf, Bar.-at-Law—Assistant of the Secretary.

EX-OFFICIO MEMBERS. (2)

The Hon'ble Mr. Egbert Laurie Lucas Hammond, C.S.I., C.B.E., I.C.S.

The Hon'ble Maharaja Bahadur Keshav Prashad Singh, C.B.E.

NOMINATED OFFICIALS. (13)

Mr. Blanchard Foley, C.S.I., I.C.S.
Mr. James David Sifton, C.I.E., I.C.S.,
Mr. Bernard Abdy Collins, C.I.E., I.C.S.
Mr. Arthur Edger Scroope, I.C.S.
Mr. Phillip Cubitt Tallents, I.C.S.
Mr. Herbert Ellis Horsfield, I.C.S.
Mr. Eric Cecil Ansorge, I.C.S.
Mr. William Hawthorne Lewis, I.C.S.
Rai Bahadur Bishun Svarup.
Mr. Henry Abraham Gubbay.
Mr. Walter Swain, C.I.E.
Col. Hugh Ainsworth, I.M.S.
William Bissill Heycock, I.C.S.

NOMINATED NON-OFFICIALS. (3)

Raja Devakinandan Prashad Singh.

Dewan Bahadur Srikrishna Mahapatra.

Khan Bahadur Shah Muhammad Yahya.

NOMINATED REPRESENTATIVES OF CLASSES AND COMMUNITIES. (9)

Rev. Edward Hamilton Whitley ...	Aborigines.
Mr. Daniel Lakra ...	
Rev. Brajananda Das ...	Depressed Classes.
Babu Sridhar Samal ...	
Rai Bahadur Radha Krishna Jalan	Industrial interests other than planting and mining.
Rai Bahadur Kalipada Sarkar ...	The Domiciled Bengali Community.
Mr. Alfred Eustace D'Silva ...	The Anglo-Indian Community.
M. Sorab Solomon Dey ...	The Indian Christian Community.
Babu Harendra Nath Banerji ...	The labouring classes.

ELECTED MEMBERS. (76)

Patna Division. (16)

	CONSTITUENCIES.
Mr. Saiyid Abdul Aziz ...	Patna Division Muhammadan Urban.
Maulavi Saiyid Muhammad Husain	East Patna Muhammadan Rural.
The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.	West Patna Muhammadan Rural.
Babu Jagat Narayan Lal ...	Patna Division Non-Muhammadan Urban.
Babu Brij Raj Krishna ...	Patna Non-Muhammadan Urban.
Babu Gur Sahay Lal ...	East Patna Non-Muhammadan Rural.
Babu Rajandhari Sinha ...	West Patna Non-Muhammadan Rural.
Raja Bahadur Harihar Prashad Narayan Singh, O.B.E. ...	Landholders', Patna Division.
Maulavi Ahmad Husain Qazi ...	Gaya Muhammadan Rural.
Mr. Rajkishore Lal ...	West Gaya Non-Muhammadan Rural.
Babu Bhagawati Sharan Singh ...	Central Gaya Non-Muhammadan Rural.
The Hon'ble Babu Ganesh Datta Singh.	East Gaya Non-Muhammadan Rural.
Mr. Saiyid Athar Husain ...	Shahabad Muhammadan Rural.
Pandit Dudhnath Pande ...	Central Shahabad Non-Muhammadan Rural.
Babu Rajivaranjan Prashad Sinha...	South Shahabad Non-Muhammadan Rural.
Babu Sidheshvari Prashad ...	Arrah Non-Muhammadan Rural.

Tirhut Division. (19)

		Constituencies.
Maulavi Abdul Ghani	...	Tirhut Division Muhammadan Urban.
Maulavi Muhammad Ishaq	...	Muzaffarpur Muhammadan Rural.
Maulavi Abdul Hamid Khan	...	Darbhanga Muhammadan Rural.
Maulavi Saiyid Mubarak Ali Sahib	...	Saran Muhammadan Rural.
Khan Bahadur Muhammad Jan	...	Champaran Muhammadan Rural.
Rai Bahadur Dwarka Nath	...	Tirhut Division Non-Muhammadan Urban.
Mahanth Ishvar Gir	...	North-West Darbhanga Non-Muhammadan Rural.
Babu Shiva Shankar Jha	...	North-East Darbhanga Non-Muhammadan Rural.
Babu Girindra Mohan Misra	...	South-East Darbhanga Non-Muhammadan Rural.
Babu Satya Narayan Singh	...	Samastipur Non-Muhammadan Rural.
Thakur Ramnandan Sinha	...	North Muzaffarpur Non-Muhammadan Rural.
Babu Ramdayalu Sinha	...	East Muzaffarpur Non-Muhammadan Rural.
Mahanth Badri Narayan Das	...	West Muzaffarpur Non-Muhammadan Rural.
Babu Dip Narayan Sinha	...	Hajipur Non-Muhammadan Rural.
Babu Shrinandan Prashad	...	North Saran Non-Muhammadan Rural.
Babu Nirsu Narayan Singh	...	South Saran Non-Muhammadan Rural.
Babu Harbans Sahay	...	North Champaran Non-Muhammadan Rural.
Babu Rameshvar Prashad Datta	...	South Champaran Non-Muhammadan Rural.
Chandreshvar Prashad Narayan Sinha.		Landholders', Tirhut Division.

Bhagalpur Division. (17)

Khan Bahadur Abdul Wahab Khan		Bhagalpur Division Muhammadan Urban.
Khan Bahadur Saiyid Muhammad Naim.		Bhagalpur Muhammadan Rural.
Chaudhuri Muhammad Nazirul Hasan.		Monghyr Muhammadan Rural.
Chaudhuri Shaikh Majibur Rahman		Purnea Muhammadan Rural.
Mr. Saiyid Moinuddin Mirza	...	Kishanganj Muhammadan Rural.
Maulavi Abdul Bari	...	Santal Parganas Muhammadan Rural.
Babu Rameshvar Narayan Agarwal		Bhagalpur Division Non-Muhammadan Urban.
Babu Rajendra Misra	...	North Bhagalpur Non-Muhammadan Rural.
Rai Bahadur Lakshmi Narayan Singh.		Central Bhagalpur Non-Muhammadan Rural.

	CONSTITUENCIES.
Babu Kailash Bihari Lal ...	South Bhagalpur Non-Muhammadan Rural.
Babu Kalika Prashad Singh ...	South-West Monghyr Non-Muhammadan Rural.
Babu Ram Charitra Singh ...	North-West Monghyr Non-Muhammadan Rural.
Babu Sri Krishna Sinha ...	East Monghyr Non-Muhammadan Rural.
Rai Bahadur Prithi Chand Lal Chaudhuri.	Purnea Non-Muhammadan Rural.
Babu Pratapendra Chandra Pande...	Santal Parganas North Non-Muhammadan Rural.
Babu Rameshvar Lal Marwari ...	Santal Parganas South Non-Muhammadan Rural.
Rai Bahadur Dalip Narayan Singh...	Landholders', Bhagalpur Division.

Orissa Division. (10)

Maulavi Saiyid Muhammad Nurul Huda.	Orissa Division Muhammadan Rural.
Rai Sahib Loknath Misra ...	Orissa Division Non-Muhammadan Urban.
Babu Narayan Birbar Samanta ...	North Cuttack Non-Muhammadan Rural.
Babu Lakshmidhar Mahanti ...	South Cuttack Non-Muhammadan Rural.
Babu Nand Kishore Das ...	North Balasore Non-Muhammadan Rural.
Babu Harekrishna Mahtab ...	South Balasore Non-Muhammadan Rural.
Babu Godavaris Misra ...	North Puri Non-Muhammadan Rural.
Babu Lingaraj Misra ...	South Puri Non-Muhammadan Rural.
Babu Braja Mohan Panda ...	Sambalpur Non-Muhammadan Rural.
Raja Rajendra Narayan Bhanja Deo, O.B.E.	Landholders', Orissa Division.

Chota Nagpur Division. (9)

Khan Bahadur Khwaja Muhammad Nur.	Chota Nagpur Division Muhammadan Rural.
Mr. Jimut Bahan Sen ...	Chota Nagpur Division Non-Muhammadan Urban.
Rai Bahadur Sharat Chandra Ray...	Ranchi Non-Muhammadan Rural.
Babu Krishna Ballabh Sahay ...	Hazaribagh Non-Muhammadan Rural.
Babu Devaki Prashad Sinha ...	Palamau Non-Muhammadan Rural.
Babu Nilkantha Chattarji ...	South Manbhum Non-Muhammadan Rural.
Babu Devendra Nath Samanta ...	Singhbhum Non-Muhammadan Rural.
Babu Gunendra Nath Ray ...	North Manbhum Non-Muhammadan Rural.
Bhaiya Rajkishore Deo ...	Landholders', Chota Nagpur Division.

Others. (5)

		Constituencies.
Babu Baldeva Sahay	...	Patna University.
Mr. Williams Ord McGregor	...	European Constituency.
Mr. Edward Joseph Finch	...	Planting Constituency.
Mr. Archibald Arthur Forbes Bray		Indian Mining Association.
Mr. Amrit Lal Ojha	...	Indian Mining Federation.

D.—MEMBERS OF THE COUNCIL OF STATE FROM BIHAR AND ORISSA.

NOMINATED. (1)

The Hon'ble Mr. Henry Telford Stonor Forrest, I.C.S.

ELECTED. (4)

	Constituencies.
The Hon'ble Maharajadhiraja Sir Rameshwar Singh, G.C.I.E., K.B.E., of Darbhanga.	Bihar and Orissa (Non-Muhammadan).
The Hon'ble Mr. Anugraha Narayan Sinha	
The Hon'ble Mr. Mahendra Prasad ...	
The Hon'ble Shah Muhammad Zubair ...	Bihar and Orissa (Muhammadan).

E.—MEMBERS OF THE LEGISLATIVE ASSEMBLY FROM BIHAR AND ORISSA.

NOMINATED. (2)

Rai Bahadur Shyam Narayan Singh, C.B.E. (*Official*).

Khan Bahadur Nawabzada Saiyid Ashraf-ud-din Ahmad, C.I.E. (*Non-official*).

ELECTED. (12)

		Constituencies.
Khan Bahadur Sarfaraz Husain Khan.		Patna and Chota Nagpur Cum Orissa (Muhammadan).
Raja Raghunandan Prashad Singh		Bihar and Orissa (Landholders).
Maulavi Badi-uz-zaman	...	Bhagalpur Division (Muhammadan).
Maulavi Muhammad Shafee	...	Tirhut Division (Muhammadan).
Mr. Narayan Prashad Singh	...	Darbhanga Cum Saran (Non-Muhammadan).
Mr. Gaya Prashad Singh	...	Muzaffarpur Cum Champaran (Non-Muhammadan).
Pandit Nilakantha Das	...	Orissa Division (Non-Muhammadan).
Mr. Bhubananda Das	...	
Mr. Ambika Prashad Sinha	...	Patna Cum Shahabad (Non-Muhammadan).
Mr. Siddhesvar Sinha	...	Gaya Cum Monghyr (Non-Muhammadan).
Kumar Ganganand Sinha	...	Bhagalpur, Purnea and the Santal Parganas (Non-Muhammadan).
Mr. Ram Narayan Singh	...	Chota Nagpur Division (Non-Muhammadan).

APPENDIX III.

ABSTRACT OF THE BUDGET ESTIMATES FOR 1928-29.

[IN THOUSANDS OF RUPEES.]

Revenue and Receipts.	Budget Estimate, 1927-28.	Revised Estimate, 1927-28.	Budget Estimate, 1928-29.	Remarks.
1	2	3	4	5
II.—Taxes on Income	4,83	3,31	3,34	
V.—Land Revenue	1,65,48	1,67,26	1,71,08	
VI.—Excise	1,97,50	1,95,00	1,95,50	
VII.—Stamps	1,08,00	1,09,52	1,09,25	
VIII.—Forest	10,69	10,72	10,39	
IX.—Registration	15,25	17,00	17,00	
XIII.—Irrigation, Navigation, Embankment and Drainage Works for which capital accounts are kept.	18,90	18,25	19,69	
XIV.—Irrigation, Navigation, Embankment and Drainage Works for which no capital accounts are kept.	1,03	1,06	1,05	
XVI.—Interest	6,13	7,27	6,47	
XVII.—Administration of Justice	5,34	5,20	5,14	
XVIII.—Jails and Convict Settlements	4,95	5,16	6,06	
XIX.—Police	1,80	1,79	1,72	
XX.—Ports and Pilotage	...	...	...	
XXI.—Education	6,11	6,28	6,47	
XXII.—Medical	1,73	1,82	1,87	
XXIII.—Public Health	20	27	79	
XXIV.—Agriculture	2,24	2,18	2,72	
XXV.—Industries	85	87	2,42	
XXVI.—Miscellaneous Departments	...	3	2	
XXX.—Civil Works	6,28	6,30	5,30	
XXXIII.—Receipts in aid of superannuation	3,87	1,21	1,16	
XXXIV.—Stationery and Printing	1,10	95	1,00	
XXXV.—Miscellaneous...	4,79	3,91	4,13	
XXXIXA.—Miscellaneous adjustments between the Central and Provincial Governments.	35	...	...	
XL.—Extraordinary Receipts	...	...	...	
Total Revenue ...	5,67,42	5,65,86	5,74,37	
Loans and Advances by the Provincial Government ...	2,92	9,30	8,56	
Advances from the Provincial Loans Fund	...	...	...	
Famine Insurance fund	19,42	17,84	12,57	
Suspense	5,70	3,50	2,75	
Total Receipts ...	5,95,40	5,96,00	5,98,25	
Opening Balance	(a)1,82,80	(b)1,93,35	(c)1,05,51	
Grand total ...	7,78,26	7,89,35	7,03,76	

(a) Ordinary balance			1,16,77
Famine Insurance Fund			66,03
	Total ...		1,82,80
(b) Ordinary balance			1,28,04
Famine Insurance Fund			65,31
	Total ...		1,93,35
(c) Ordinary balance			96,11
Famine Insurance Fund			69,40
	Total ...		1,65,51

APPENDIX III—*concld.*

ABSTRACT OF THE BUDGET ESTIMATES FOR 1928-29—*concld.*

[IN THOUSANDS OF RUPEES.]

Expenditure.	Budget Estimate, 1927-28.	Revised Estimate, 1927-28.	Budget Estimate, 1928-29.	Remarks.
1	2	3	4	5
5.—Land Revenue	24,03	23,90	28,29	
6.—Excise	19,63	19,26	18,50	
7.—Stamps	3,05	3,09	3,12	
8.—Forest	8,03	7,44	7,93	
8A.—Forest Capital outlay charged to revenue	1,42	1,33	1,36	
9.—Registration	6,28	6,41	6,48	
14.—Interest on irrigation works for which capital accounts are kept.	20,46	20,44	20,45	
15.—Irrigation Revenue Account—Other Revenue expenditure financed from ordinary revenue.	4,19	6,00	4,80	
15. (1)—Other revenue expenditure financed from famine insurance grants.	2	5	...	
16.—Irrigation Capital Account—Construction of Irrigation, Embankment and Drainage Works.	9	7	5	
19.—Interest on ordinary debt	1,67	1,93	1,33	
22.—General Administration	71,75	71,57	72,37	
24.—Administration of Justice	39,13	40,22	39,33	
25.—Jails and Convict Settlements	18,48	19,56	21,36	
26.—Police	83,24	83,20	84,45	
27.—Ports and Pilotage	1	...	1	
30.—Scientific Department	46	49	45	
31.—Education	86,89	87,56	87,60	
32.—Medical	29,87	27,61	29,71	
33.—Public Health	15,04	13,38	15,56	
34.—Agriculture	15,36	14,01	15,03	
35.—Industries	8,93	8,67	10,50	
37.—Miscellaneous Departments	37	42	38	
41.—Civil Works	93,20	90,33	79,47	
43.—Famine Relief and Insurance	11,48	11,47	1,00	
45.—Superannuation allowances and pensions	26,44	25,03	24,77	
45A.—Commutation of pensions financed from ordinary revenue.	...	—60	55	
46.—Stationery and Printing	9,40	9,16	8·83	
47.—Miscellaneous	1,34	1,41	4,30	
51.—Contributions to the Central Government by Provincial Governments.	...	...	...	
51A.—Miscellaneous adjustments between the Central and Provincial Governments.	...	1	...	
Total Expenditure charged to Revenue ...	6,00,46	5,94,21	5,87,97	
Commuted value of pensions	3,01	—12	—12	
Loans and advances by the Provincial Government ...	7,46	5,25	5,17	
Advances from the Provincial Loans Fund	7,31	7,30	7,64	
Famine Insurance Fund	4,30	13,75	5,98	
Suspense	5,50	3,45	2,75	
Total Expenditure not charged to Revenue ...	27,58	29,63	21,42	
Reserve for unforeseen	4,96	...	3,00	
Total Expenditure ...	6,33,00	6,23,84	6,12,39	
Closing balance	(a)1,45,26	(b) 1,65,51	(c)1,51,37	
Grand total ...	7,78,26	7,89,35	7,63,76	
Provincial { Surplus	...	..	...	
Provincial { Deficit	37,54	27,84	14,14	

(a) Ordinary balance			64,11
Famine Insurance Fund			81,15
	Total	...	1,45,26
(b) Ordinary balance			96,11
Famine Insurance Fund			69,40
	Total	...	1,65,51
(c) Ordinary balance			75,38
Famine Insurance Fund			75,99
	Total	...	1,51,37

APPENDIX IV.

Speech of His Excellency the Governor at the close of the autumn session of the Legislative Council in 1926.

MR. PRESIDENT AND GENTLEMEN, we happily meet to-day under more auspicious conditions than looked probable about two months ago. The late arrival of the monsoon caused considerable anxiety, but since July the rain has been falling bountifully, and the weather prophets hold out hopes that it will continue. If these are realised, the crops should be satisfactory, thus adding one more to the sequence of five good or average years which we have now had. There have, of course, been local calamities, such as last year's floods in Orissa, and local failures, but that is inevitable in an area of 83,000 square miles, and does not vitiate the general conclusion. The province, therefore, has been fortunate, and our scanty revenues have shown a much needed improvement. From the weekly Gazettes it will have been noticed that we have fulfilled our assurance that any relief necessary would be given in the Puri and Cuttack districts; the numbers seeking it have not, however, been large, and support our contention that in the earlier reports there was a tendency towards exaggeration.

Our chief preoccupation during the summer months has, however, been social rather than economic. We have not escaped—and it was hopeless to expect that we should escape—the wave of communal disturbances which almost submerged parts of Bengal for a time and has made itself felt throughout the country. Neither has it yet subsided. On this subject every leading man connected with India, from the Secretary of State and Viceroy downwards, has spoken in recent days, while the columns of the press are full of conflicting claims and arguments. There is nothing new, therefore, to urge. Every one agrees that until the different elements in the community can live at peace with one another, all progress is impeded and every responsible person laments the happenings which we have witnessed this year. But that alone will not restore the old feelings of amity and goodwill, and it behoves us all—non-official and official alike—in our respective spheres, by example even more than precept, to assuage angry passions and to curb the hot heads. I am aware, and am glad, that various leading men in this province are striving towards this end, and may success attend their efforts. Luckily, with the noticeable exception of two areas, we have here seen few serious clashes, but there has been much wild talking and our officers have at times with difficulty maintained the peace. I beg that you all will work with us in bringing about again the erstwhile harmonious relations. In my early days I remember small quarrels of a communal type: I have sat on conciliation committees and ridden miles to endeavour to avert a fight. But these episodes passed and the people, as a whole, lived together with mutual regard for one another's feelings. Surely this atmosphere of neighbourly friendliness can be restored; no one was a loser by it either in self-respect or religious conviction, and all were happier. In theory we are all at one: it is the practice that sometimes fails, and may I offer a word of friendly warning about the approaching elections. At election times in all countries there is much excited talk. The big drum has to be banged and the small voice of moderation is apt to be drowned. There is a temptation for a candidate to seek to prove his communal soundness by attacks on the other side, but I trust that all will resolutely

resist this insidious motive. It may or may not catch the votes of the groundlings : but it will certainly prejudice the true interests of the province.

When I finally prorogued the first Reformed Council, I attempted a brief review of its achievements, and a periodical stock taking has, perhaps, its advantages. Nowadays, one thing succeeds another so quickly that the memory of them soon passes. This Council has sat for slightly fewer days than its predecessor—on 89 days, including this session—but this is possibly due to the absence of any legislation of first class importance, and to some fortuitous circumstances, such as a certain would-be dramatic gesture at the close of last sitting. Twenty Bills (against 19) were introduced, though only 9 have been passed up to date: seven are pending and four lapsed or were rejected.

The nine Bills that became law were all useful enough, though only two were controversial. These were the Local Fund Audit Bill and the Chota Nagpur Rural Police Bill. The former caused some excitement, largely, I think, because its purport—to ensure the careful handling of the accounts of local bodies—was misunderstood. The latter is of local utility only.

The most noticeable feature of the legislative programme was the growth in the number of private Bills, of which we have had ten, six being connected with revenue and tenancy legislation. In the previous Council we had none. A private Bill which seeks to meet a particular want in a logical and well thought out way can, of course, be discussed on its merits, but the short Bill that pulls one brick, say, out of the edifice of our revenue law, without much regard to the rest of the structure, presents difficulties. So also does the controversial and one-sided Bill, whether it be in favour of landlord or tenant. It behoves private legislators, therefore, to proceed cautiously.

We have again made no progress towards the reconciliation of outstanding points of difference between zamindar and raiyat arising out of the Tenancy Act. We have had some more or less desultory discussions and negotiations, but they have resulted in nothing definite. I regret the fact, but I would rather carry on as we are than have a Bill which is unfair to either side. I have previously advocated a spirit of compromise, but it has not yet made its appearance.

Another matter which began to loom on the horizon towards the end of last session, in particular, is the possibility of change in the constitution and functions of the University. The Senate were good enough to devote considerable time and thought to this question, and made certain recommendations, for which we are indebted to them. We have also had suggestions emanating from this Council. All these we have carefully examined, and our conclusion is that a solution cannot be reached by piecemeal methods. Apart from the fact that I have still to see it established that the existing state of affairs is radically unsound, the questions of what we want the University to do and of how best it can be constituted to do it, clearly hang together. Certain duties might appropriately be entrusted to a body of a particular description, and not to one of another. We propose, therefore, to endeavour to review the problem as a whole. It is not simple and the consequences of unwise action would be far-reaching. Happily the experience of other provinces may afford useful and modern precedents, and our conclusions will be formulated in due course.

After legislation comes Finance, and I congratulate the Council on the manner in which it has dealt with that most important subject. There was a curious drop in the number of budget motions moved, namely 77 against 269, and I can only imagine that discussion was concentrated on a small

number of important points instead of rambling in a desultory fashion over the whole field. One motion was accepted by Government and eight were carried against us. We had to ask for 143 supplementary and excess grants, and only lost four, though this does not include the proceedings of this session. Before the last Council only 102 supplementary demands were presented, and the difference is probably due to the fact that during the last three years we have had more money to spend. We endeavour to place our important financial proposals before the Council, as is proper, in the budget, when they can be viewed as a whole, but we definitely recognise that fresh requirements will arise by our reserve provision for supplementaries, the advantage of which is that we do not lose the ensuing cold weather, but can push ahead with the work to be done. Our practice of asking for token votes for new schemes, even if they could be financed during the year by reappropriation, also raises the total.

During the life-time of the last Council we devoted Rs. 71 lakhs to new schemes, Rs. 19 lakhs on the Reserved Side and Rs. 52 lakhs on the Transferred. For this second Council the corresponding figures (including the demands shortly to be moved and assuming them to be approved) are:—

	Rs.
Total expenditure on new schemes	167
On the Reserved Side	34
On the Transferred Side	133

These figures represent budget provision, and they emphasise two points.

The first is that, thanks to our stronger financial position, we have been able to go ahead more rapidly with fresh projects, and have been able to undertake much that was badly needed. Secondly, as was the experience in the first Reformed Council, the Transferred Side has been the recipient of by far the larger share of available funds. I do not grudge this in the least, but let us hope the figures will finally lay the bogey which is so often pictured of a jealous bureaucracy starving the deserving Ministers. We have endeavoured as before, to distribute our resources to the best advantage of the province as a whole.

Lastly, there is the sphere of non-official resolutions and questions. Of the former 59 have been moved to date and 23 were carried against us; in ten instances our opposition prevailed, the balance being either withdrawn or accepted. Original questions have so far numbered 1,416 and supplementaries 1,340. All these figures show a reduction in comparison with the first Reformed Council, which possibly covered the ground so far as the old subjects of controversy were concerned, leaving less scope for its successor.

As in the case of the first Council, I say again that all this constitutes a record of useful work done, for which the province owes its thanks to those who have given up their time to participate in these deliberations. They have affected the life of the province and influenced it in every direction, and I rejoice that we have been able to do some real work together instead of dissipating our energies in futile political recrimination. Now we are about to face a reshuffling of the cards. The result is yet to be seen. Doubtless when we meet we shall miss some old faces and find some new ones: also, I understand, we are likely to meet some old names under new labels. The responsibility of the electorate is heavy, and no less so is the responsibility of the candidates who are appealing to the electorate. It is perfectly easy to mislead the voters—nothing is simpler; but I trust that all

will seek election on a sane programme which will conduce to the happiness of the province, even if we have different ideas as to how that result can best be achieved. Up till now the province has drunk the heady wine of the Reforms and has maintained its reputation for common sense, with resulting advantage to itself. My only wish is that that record may be maintained.

Since we last met, we have sustained a grievous loss by the death of a valued officer—Mr. Henry Wardle. You all know the straightforward, able and sympathetic way in which he discharged his duties, and we miss his kindly personality.

Among newcomers to the Government ranks we welcome the advent of the Hon'ble Maharaja Bahadur Keshav Prashad Singh of Dumraon, and wish him all success in his arduous task.

As for myself, since the name of my successor has been announced, various people have enquired whether this means that I am resigning at once. This is not so, and I hope to greet your successors in Patna in due course. For the present, however, I can only bid a friendly farewell to the Council as at present constituted.

APPENDIX V.

SOURCES OF INFORMATION AVAILABLE TO THE PUBLIC.

Chapter II.—Finance.

Financial Statements for Bihar and Orissa for 1926-27 and 1927-28.

Debates in the Legislative Council on the budgets for 1926-27 and 1927-28.

Chapter III.—The Legislative Council.

Proceedings of the Bihar and Orissa Legislative Council, Volumes XIV, XV, XVI.

Chapter IV.—Local Self-Government.

Resolutions reviewing the reports on the working of District Boards and Municipalities in 1926-27.

Chapter V.—Education.

The Third Quinquennial Review of the Progress of Education in Bihar and Orissa, 1922—1927.

Chapter VI.—Public Health and Medical.

Annual Return of Hospitals and Dispensaries for 1926.

Annual Public Health Report for 1926.

Annual Report on the working of the Radium Institute for 1926.

Chapter VII.—Maintenance of the Public Peace and Administration of Justice.

Annual Report on the Administration of the Police Department for 1926.

Administration Report on Jails for 1926.

Report on the Administration of Civil Justice for 1926.

Report on the Administration of Criminal Justice for 1926.

Chapter VIII.—Excise.

Report on the Administration of the Excise Department for 1926-27.

Chapter IX.—Economic Problem—I.

Season and Crop Report for 1926-27.

Index Numbers showing the rise and fall in the cost of living in 1926-27.

Annual Report of the Agricultural Department for 1926-27.

Annual Report of the Civil Veterinary Department for 1926-27.

Administration Report of Irrigation Works for 1926-27.

Embankment and Drainage Report for 1926-27.

Annual Progress Report on the Forest Administration for 1926-27.

Report on Land Revenue Administration for 1926-27.

Annual Report on Survey and Settlement Department for 1926-27.

Report on Wards, Trust, and Encumbered Estates for 1926-27.

Chapter X.—Economic Problem—II.

Annual Report of the Director of Industries for 1926-27.

Report of the Chief Inspector of Mines in India for 1926.

Annual Report on the working of the Indian Factories Act in Bihar and Orissa for 1926.

Report on the working of Co-operative Societies for 1926.

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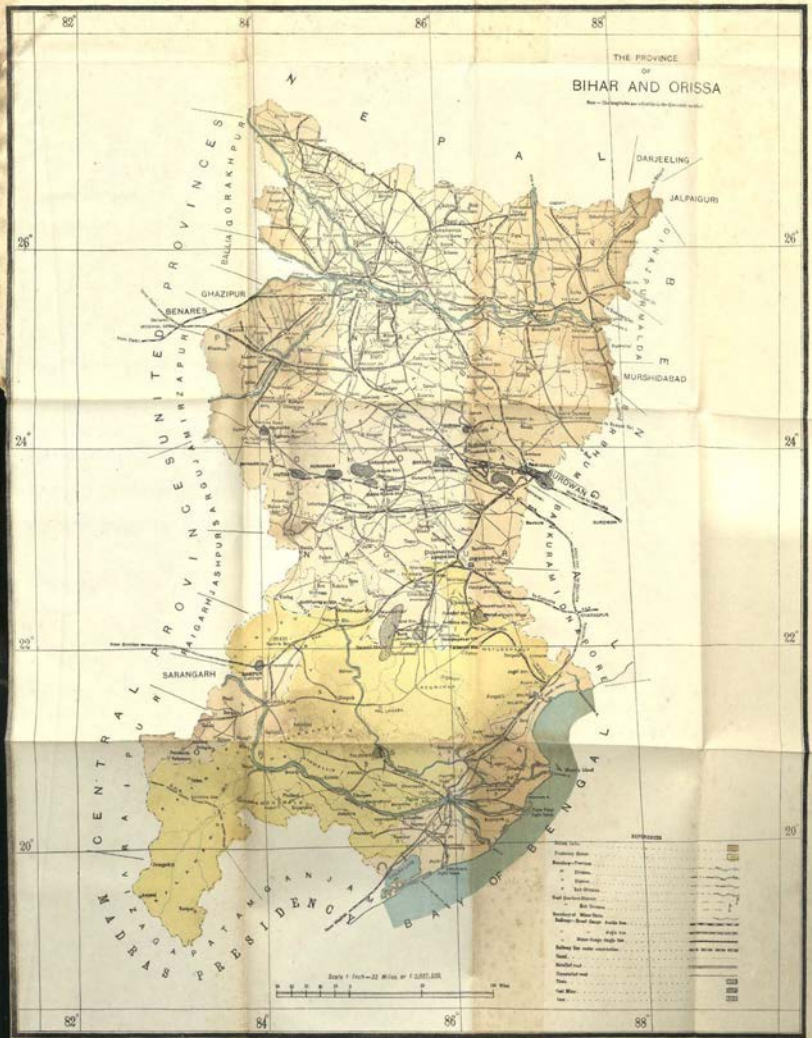
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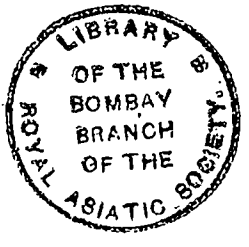
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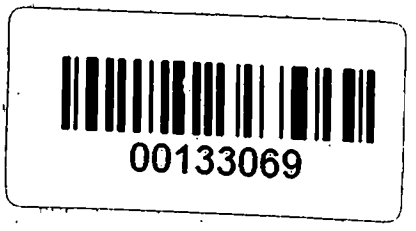
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